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MONTANA

DEPARTMENT OF HIGHWAYS

ACTION PLAN

STATE DOCUMENTS

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DEPARTMENT OF HIGHWAYS

HIGHWAY PLANNING & DESIGN PROCEDURES

MONTANA ACTION PLAN

THE DEPARTMENT
AND
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OCTOBER 15, 1973

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STATE OF MONTANA
DEPARTMENT OF HIGHWAYS

HELENA, MONTANA 59601

H J ANDERSON
DIRECTOR OF HIGHWAYS

September 4, 1974

IN REPLY REFER TO:
07 - HGW

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Gentlemen:

The Department of Highways in cooperation with numerous State agencies, the Federal Highway Administration and others has developed an Action Plan (copy enclosed). The Action Plan is the Department of Highway's response to a requirement in the Federal Aid Highway Act of 1970 and to the public desire for more consideration of the economic, social and environmental effects of a highway improvement project.

Distribution of the Action Plan will be widespread to include cities, counties, universities, planning boards, tribal councils, Federal agencies, State and local libraries, Chambers of Commerce, etc. This distribution should let the public know how to get their information into its proper place in the Department of Highway's planning and design process.

The Department of Highways retains the decision making authority and rights under the Action Plan, but its information base has been greatly expanded by the addition of three bodies.

1. The Impact Evaluation Group. This is the lead group. It is composed of persons from other State departments who will review each of our highway projects and provide information on the relative economic, social and environmental effects. Departments represented are: Fish and Game, Intergovernmental Relations, Education (Historical Society), Health and Environmental Sciences, Natural Resources and Conservation, Legislature (Environmental Quality Control), and Highways.

2. The Impact Evaluation Team is an "ad hoc" group composed of skilled specialists from various universities, consultants, other State and Federal agencies, etc., and assembled because of their available expertise, to resolve special problems disclosed by the Impact Evaluation Group.

GEORGE VUCANOVICH, CHAIRMAN
HELENA

Wm M KESSNER, VICE CHAIRMAN
BLACK EAGLE

G R COONEY
BUTTE

P L BACHELLER
BILLINGS

JAY [illegible]
SCOBEY

3. The Impact Evaluation Unit is composed of Department of Highways employees who are specialists in the fields of landscape planning, noise, air quality, biology, water quality, horticulture, social and economics. Members of the unit will be expected to provide solutions for the usual economic, social and environmental considerations. Special problems requiring expertise not available in the Department of Highways will be referred to the Impact Evaluation Team.

We encourage you to use the Action Plan and to make it available to those persons who could aid in highway planning and design considerations by providing economic, social and/or environmental information to the appropriate State department. Comments may be referred to one of the State departments represented on the Evaluation Impact Group or to the Department of Highways Impact Evaluation Coordinator. A list is attached for your information and use.

Sincerely,

H. J. ANDERSON
DIRECTOR OF HIGHWAYS

By Homer G. Wheeler
Homer G. Wheeler, P. E.
Asst. Admin. - Engineering Division

HGW:lp
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Homer G. Wheeler
Impact Evaluation Coordinator
Department of Highways
Helena, Montana 59601

PURPOSE AND INTENT

The MONTANA ACTION PLAN has been prepared by the Department of Highways in response to those specific requirements for full consideration of economic, social and environmental factors in all stages of the highway planning and design process set forth in Policy and Procedure Memorandum 90-4, issued by the Federal Highway Administration, in compliance with Section 136 (b), Federal Aid Highway Act of 1970. Within the context of the above stated purpose, the Department of Highways will

. . . assure full consideration of economic, social and environmental effects of alternative courses of action and alternative project proposals in the development of highway projects

. . . inform and involve all interested governmental agencies, whether Federal, state or local, in all phases of the highway planning and design process

. . . inform, solicit comment from, and involve the public and all concerned private organizations of proposals and developments in the highway planning and design process

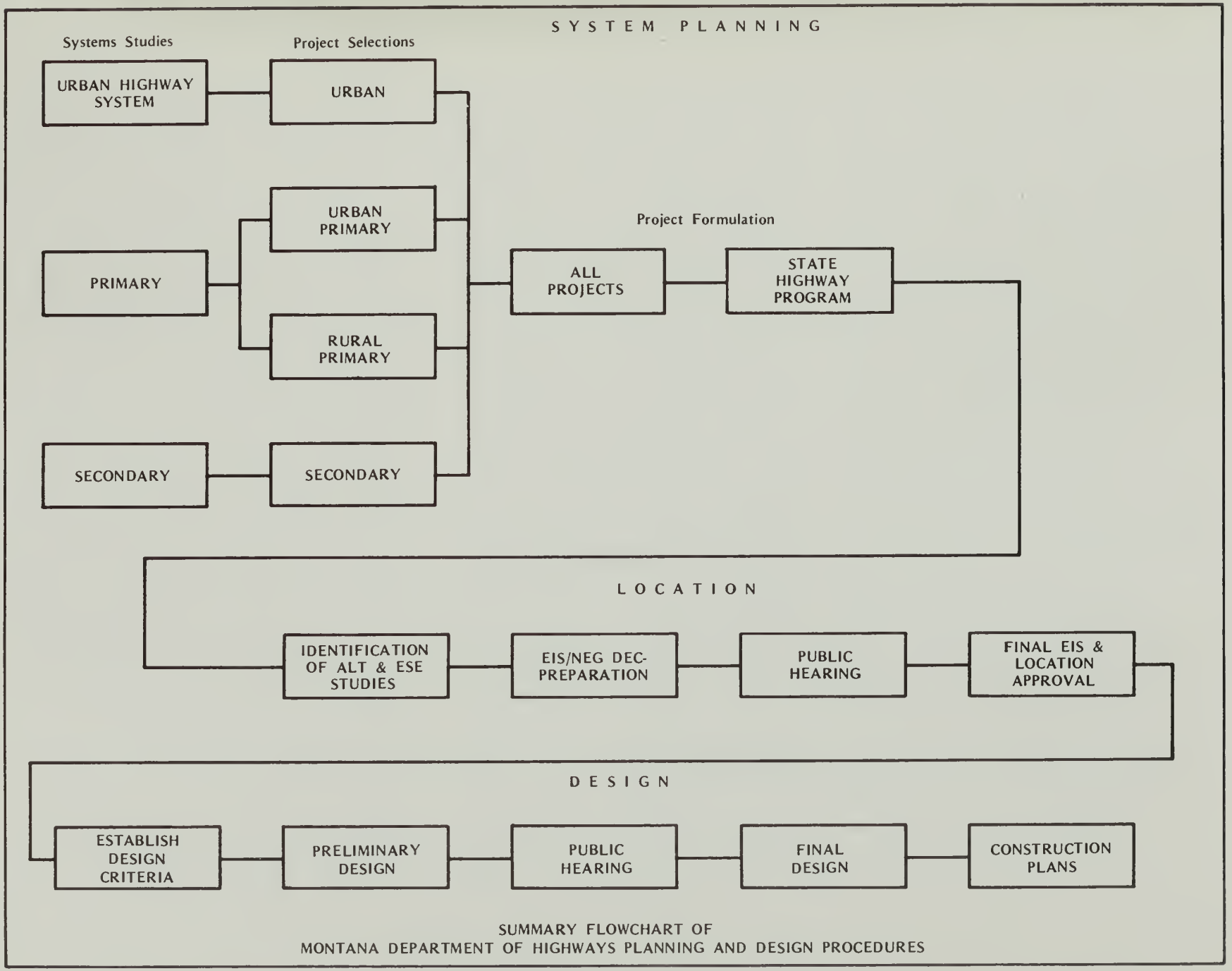
. . . develop and implement procedures which merit public confidence in the highway planning and design process

. . . insure highway planning and design decisions which are made in the best overall public interest taking into consideration the need for safe, fast, efficient transportation and the cost of eliminating or minimizing possible adverse, economic, social and human environmental effects

. . . provide for a systematic interdisciplinary approach which will insure the integrated use of the natural and social sciences and the environmental design arts in planning and decision making having probable impact on man's environment.

Therefore, this document--the MONTANA ACTION PLAN--combines those refinements in existing procedures and those new procedures believed necessary to provide the level of "other agency and public involvement" and the "consideration of economic, social and environmental effects," to answer both the charge of the Federal Highway Administration and the desires of the public.

The Department believes input from the public is already an important component in its highway planning and design process through current procedures, i.e., "3C" Programs, advisory committees, location/corridor studies, and hearing processes. And, for some time, as a matter of course, economic, social and environmental impacts have been studied and taken into consideration. But the Department recognizes public participation should be increased--especially in the earlier planning stages, and that recent advances in the social sciences and in related measuring techniques require the refinement of existing procedures and the development of new procedures covering impact evaluation. Accordingly, this document is not proposed to be the final word on impact evaluation or public involvement in highway planning and design. Specifically, the Department recognizes that as time changes and new developments are made in environmental technologies, revisions should be and will be required. Therefore, within the context of future change and revision, this document is written to be as complete as possible at this time.



SUMMARY FLOWCHART OF
MONTANA DEPARTMENT OF HIGHWAYS PLANNING AND DESIGN PROCEDURES

PLATE NO. S-1

THE MONTANA ACTION PLAN - A SUMMARY

The MONTANA ACTION PLAN is the means by which the Department of Highways is incorporating in its highway planning and design decisions factors of economic, social and environmental significance, and involving outside groups and interests in the planning and design process. The means to incorporation and involvement developed as a process approach, in contrast to the project approach. Subsequently, the Department has now detailed the procedures it will follow, and the organization it will use, in insuring proper consideration of economic, social and environmental factors in its future planning and design decisions. The detailing of those procedures evolved from a study program involving interagency participation and multidisciplinary input.

The approach to the preparation of the MONTANA ACTION PLAN stressed analysis of the existing process. To this end, the existing planning and design procedures were analyzed to the depth of identifying current decision points, the inputs to those decisions, and the reports or actions resulting from those decisions. The process of considering the effects of highway improvement proposals and projects would develop as impact evaluation. Thus, impact evaluation would become a key phrase in developing a program for carrying out the action plan concept.

The key finding resulting from the analysis of existing procedures and organization saw process modification and organizational augmentation as basic steps in the reach for improvement in the highway planning and design process and the consideration of economic, social and environmental factors.

The need for modification resulted in the formal incorporation of a number of new elements into the Montana highway planning and design process. These are an impact evaluation organization and an impact evaluation data flow system. The impact evaluation organization includes a multidisciplinary core unit within the Department (impact evaluation unit), an *ad hoc* project team with members drawn from within and from without the Department (the impact evaluation team), and a high level interagency review group established as a permanent advisory body (impact evaluation group). The data flow system involves an impact evaluation notebook developed and maintained for each highway improvement proposal or project as a continuing source of information about a proposed highway improvement as it progresses through the highway planning and design process. These, plus more intensive means to public involvement, and revisions in the planning and design process, provide the Department with a new,

broad base for decision making as highway improvement proposals and projects proceed through the system.

The MONTANA ACTION PLAN introduces other agencies (local, state and Federal), private groups, citizen committees, and impact evaluation specialists into the entire spectrum of an improved highway planning and design process. Through participation, these "outside influences" become part of the decision making process. The MONTANA ACTION PLAN was developed without contemplation of any changes in Department authority or responsibility. What has been altered is the process by which decisions are made and information made available to the Department, other agencies, and the general public in the reach for a proper decision. Some of the more significant changes in the documented Montana highway planning and design procedures include

. . . the establishment of an impact evaluation group as a permanent interagency review group

. . . the creation of the position of impact evaluation coordinator within the Department to guide the progress of impact evaluation

. . . the development of the impact evaluation team concept thereby providing interdisciplinary evaluation by multidisciplinary groups keyed to particular highway improvement projects and proposals

. . . the use of an impact evaluation notebook offering the means to continued impact evaluation data flow and information availability

. . . the development of a project notification list for each project proposal as a principal step in increased public involvement

. . . the expanded distribution of the Letter of Intent

. . . a reinforced area transportation (3-C) operations plan

. . . improved means to early involvement of the public and other agencies in System Planning

. . . early notifications to the public particularly at beginning points in project formulation

. . . the designation of the Public Hearing Unit as the public contact point for information on projects and proposals.

A vast amount of energy expended in the preparation of the MONTANA ACTION PLAN was directed at arranging the elements within the process in a way that would insure a balance between new procedures and resources and an effective highway program. Success, as measured in terms of effective, popularly supported decisions, will be, in part, dependent on the extent to which new elements have been inserted into the right places within the process, and how well these instruments are utilized.

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AUTHORITY

1.1 AUTHORITY

The Executive Reorganization Act of 1971 created the Department of Highways with a Director of Highways as the department head, to be appointed by the Governor, with that appointment subject to confirmation by the Senate. The Montana Highway Commission establishes highway policy; the Director of Highways, State of Montana, executes that policy.

Under the provisions of the Reorganization Act, the Director of Highways shall:

(a) Supervise, direct, account for, organize, plan, administer, and execute the functions vested in the Department by this act or other law.

(b) With concurrence of the Montana Highway Commission, establish the policy to be followed by the Department and employees.

The MONTANA ACTION PLAN defines a process for developing programs and projects in a manner differing somewhat from that used in the past. The process was developed with the intent that it be adopted as an integral part of the Department's highway planning and design procedures. The Department does have the authority to adopt the process. Under existing state statutes, the Department has the necessary authority to institute procedures necessary to qualify for Federal-aid. Accordingly, once these procedures and processes are instituted, these will become an integral part of the administrative rules and regulations under which the Department operates.

It should be noted, that under existing state statutes the Department is not authorized to study or design other modes of transportation. However, multi-modal transportation alternatives are currently considered in the urban areas during System Planning.

POLICY

2.1 POLICY STATEMENT

To provide the people of Montana the benefits of an efficient, safe system of highways developed without undue cost and with the least possible change in the Montana environment, it is the policy of the Department of Highways that

. . . full consideration be given to economic, social and environmental factors in the planning and design of highway projects

. . . provisions for ensuring the consideration of economic, social and environmental factors be incorporated in the decision making process utilizing a systematic, interdisciplinary approach

. . . decisions on highway project planning and design be made in the best overall public interest, taking into consideration the need for fast, safe and efficient transportation, public services, and the costs of eliminating or minimizing possible adverse economic, social and environmental effects

. . . the action plan concept be viewed as a positive force which provides the Department the opportunity to better organize and expand its efforts in effective highway planning and design.

APPLICATION 3

3.1 APPLICATION STATEMENT

The procedures established in this MONTANA ACTION PLAN shall be applicable in the planning and design of the highway systems and projects indicated in Subsections 3.1.1, 3.1.2 and 3.1.3, below.

3.1.1 Federal Aid Projects

All highway improvement proposals and projects requiring approval of plans and specifications and estimates by the Federal Highway Administration.

3.1.2 Other Activities

Other activities which, in the opinion of the Department, have economic, social and/or environmental impacts sufficiently obvious to justify planning and design decisions conforming with those highway planning and design procedures.

3.1.3 Exceptions

Projects of a minor nature, such as speed zones, school crossings, signing improvements, state-funded projects, approach applications, joint use and easement agreements, or where the main concern is improvements or modifications for safety purposes or maintenance betterment will be considered special cases and not appropriate to all the established procedures outlined in the MONTANA ACTION PLAN.

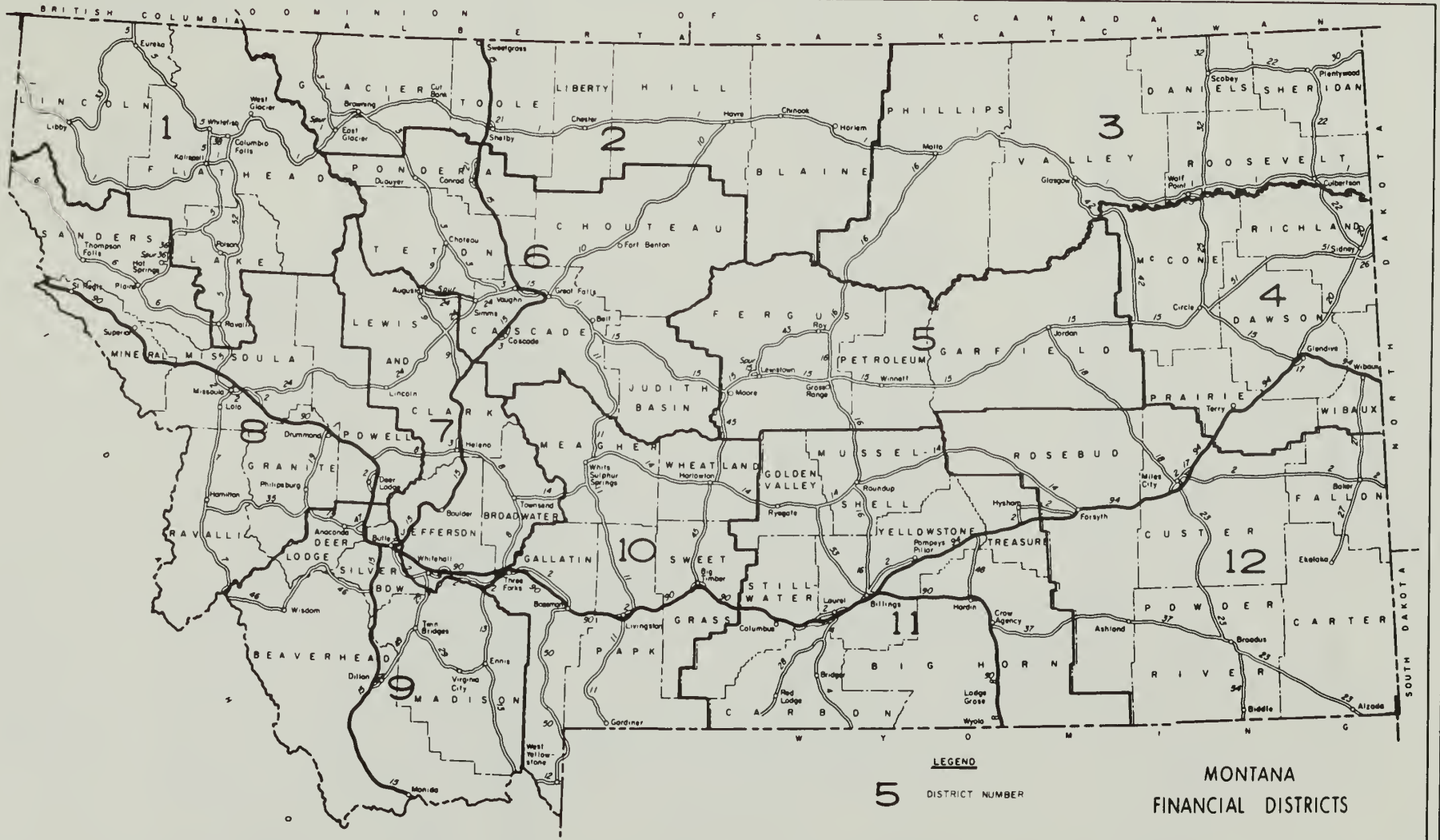
Finally, the established procedures are not to be implemented in a manner whereby the no-build alternative would negatively affect the maintenance of existing roadways.

PROCEDURES AND ORGANIZATIONS

4.1 INTRODUCTION

The action plan concept has as its basic purpose the implementation of a highway planning and design process cognizant of and responsive to the economic, social and environmental effects of proposals and projects. The effectiveness of the process to be implemented is directly related to the adequacy of the procedures governing process implementation and the appropriateness of the organization directing and guiding the process flow. The overall effort looks to the application of interdisciplinary analysis, interagency cooperation, full public participation, and an early consideration of impact factors. The process of considering the economic, social and environmental effects of proposals and projects will develop as impact evaluation. This provides a key phrase in developing a program for carrying out the action plan concept.

The following sections describe the organizations and activities of the Department, impact evaluation organization and activities, the impact evaluation data flow process, and the Department of Highways Planning and Design Procedures (The MONTANA ACTION PLAN).


BRITISH COLUMBIA
DOMINION OF CANADA
ALBERTA
SASKATCHEWAN
NORTH DAKOTA
SOUTH DAKOTA
WYOMING
LINCOLN
FLATHEAD
GLACIER
TOOLE
LIBERTY
HILL
PONDERA
BLAINE
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VALLEY
DANIELS
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DAWSON
WIBAUX
PRAIRIE
FALLON
CUSTER
POWDER
CARTER
RIVER
GARFIELD
PETROLEUM
FERGUS
CHOUTEAU
TETON
SANDERS
LAKE
LEWIS AND CLARK
CASCADE
JUDITH BASIN
MEAGHER
WHEATLAND
GOLDEN VALLEY
MUSSELSHELL
ROSEBUD
YELLOWSTONE
TREASURE
STILLWATER
SWEET GRASS
GALLATIN
BROADWATER
JEFFERSON
SILVER BOW
DEER LODGE
GRANITE
POWELL
MINERAL
MISSOULA
RAVALLI
BEAVERHEAD
MADISON
PARK
CARBON
BIG HORN
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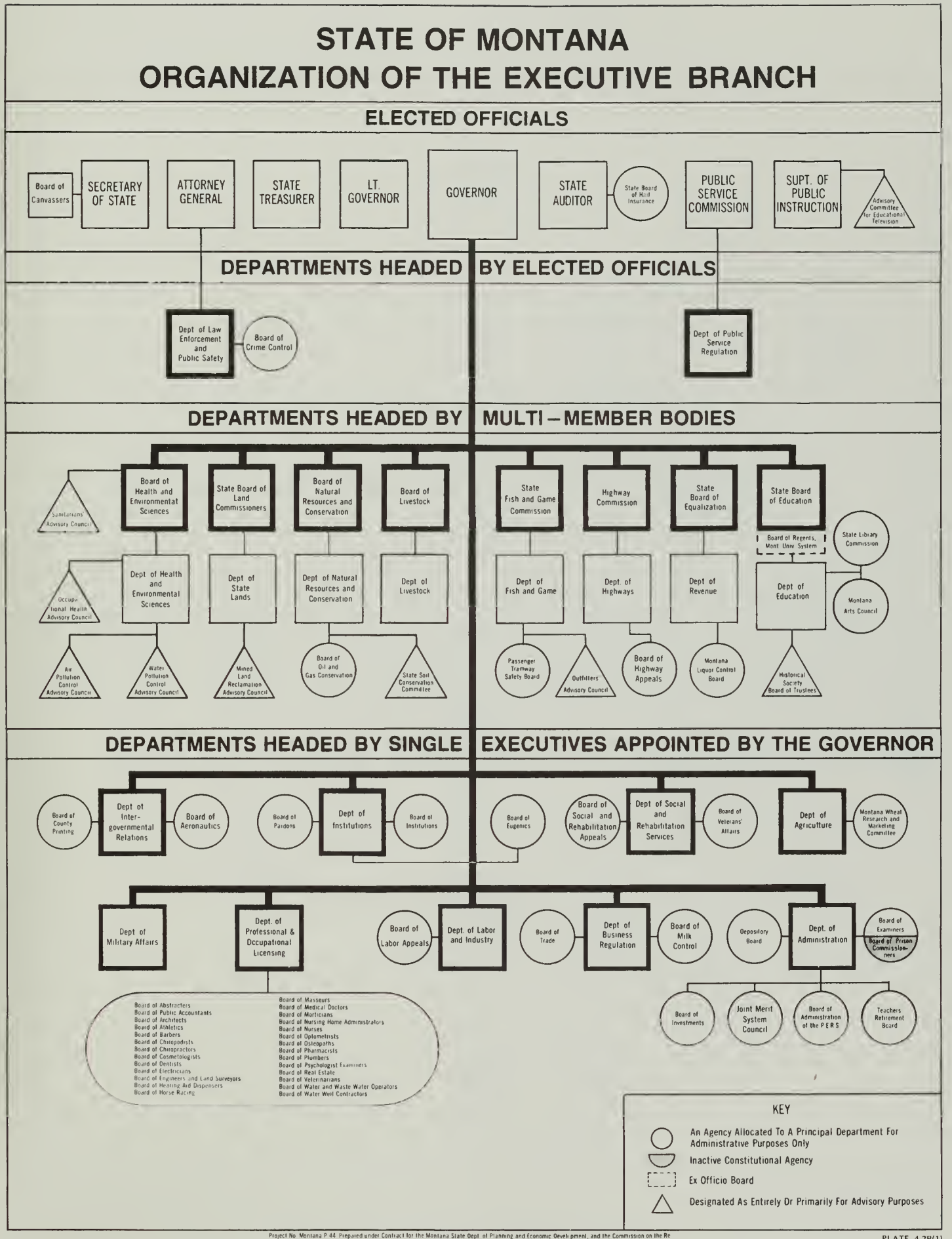
LEGEND
5 DISTRICT NUMBER
MONTANA
FINANCIAL DISTRICTS

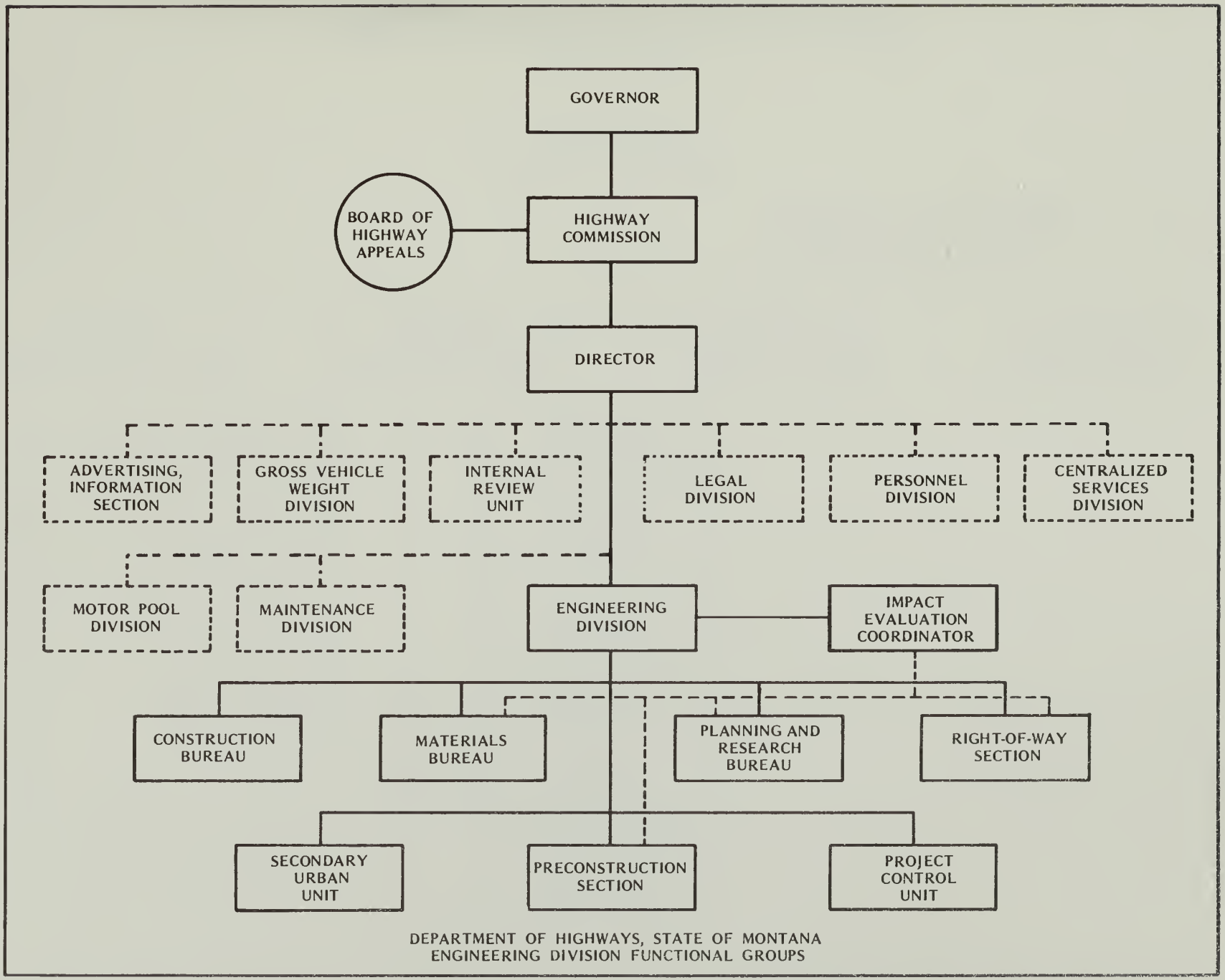
PLATE NO. 4-2A

STATE OF MONTANA
ORGANIZATION OF THE EXECUTIVE BRANCH


ELECTED OFFICIALS
Board of Canvassers
SECRETARY OF STATE
ATTORNEY GENERAL
STATE TREASURER
LT. GOVERNOR
GOVERNOR
STATE AUDITOR
State Board of Hail Insurance
PUBLIC SERVICE COMMISSION
SUPT. OF PUBLIC INSTRUCTION
Advisory Committee for Educational Television
DEPARTMENTS HEADED BY ELECTED OFFICIALS
Dept of Law Enforcement and Public Safety
Board of Crime Control
Dept of Public Service Regulation
DEPARTMENTS HEADED BY MULTI-MEMBER BODIES
Sanitarians' Advisory Council
Board of Health and Environmental Sciences
State Board of Land Commissioners
Board of Natural Resources and Conservation
Board of Livestock
State Fish and Game Commission
Highway Commission
State Board of Equalization
State Board of Education
Board of Regents, Mont Univ System
State Library Commission
Occupational Health Advisory Council
Dept of Health and Environmental Sciences
Dept of State Lands
Dept of Natural Resources and Conservation
Dept of Livestock
Dept of Fish and Game
Dept. of Highways
Dept of Revenue
Dept of Education
Montana Arts Council
Air Pollution Control Advisory Council
Water Pollution Control Advisory Council
Mined Land Reclamation Advisory Council
Board of Oil and Gas Conservation
State Soil Conservation Committee
Passenger Tramway Safety Board
Outfitters' Advisory Council
Board of Highway Appeals
Montana Liquor Control Board
Historical Society Board of Trustees
DEPARTMENTS HEADED BY SINGLE EXECUTIVES APPOINTED BY THE GOVERNOR
Board of County Printing
Dept of Inter-governmental Relations
Board of Aeronautics
Board of Pardons
Dept of Institutions
Board of Institutions
Board of Eugenics
Board of Social and Rehabilitation Appeals
Dept of Social and Rehabilitation Services
Board of Veterans' Affairs
Dept of Agriculture
Montana Wheat Research and Marketing Committee
Dept of Military Affairs
Dept. of Professional & Occupational Licensing
Board of Labor Appeals
Dept. of Labor and Industry
Board of Trade
Dept of Business Regulation
Board of Milk Control
Depository Board
Dept. of Administration
Board of Examiners
Board of Prison Commissioners
Board of Investments
Joint Merit System Council
Board of Administration of the PERS
Teachers Retirement Board
Board of Abstracters
Board of Public Accountants
Board of Architects
Board of Athletics
Board of Barbers
Board of Chiropodists
Board of Chiropractors
Board of Cosmetologists
Board of Dentists
Board of Electricians
Board of Engineers and Land Surveyors
Board of Hearing Aid Dispensers
Board of Horse Racing
Board of Masseurs
Board of Medical Doctors
Board of Morticians
Board of Nursing Home Administrators
Board of Nurses
Board of Optometrists
Board of Osteopaths
Board of Pharmacists
Board of Plumbers
Board of Psychologist Examiners
Board of Real Estate
Board of Veterinarians
Board of Water and Waste Water Operators
Board of Water Well Contractors
KEY
An Agency Allocated To A Principal Department For Administrative Purposes Only
Inactive Constitutional Agency
Ex Officio Board
Designated As Entirely Or Primarily For Advisory Purposes

Project No. Montana P-44. Prepared under Contract for the Montana State Dept. of Planning and Economic Development, and the Commission on the Reorganization of the Executive Branch of State Government, State of Montana. The preparation of this document was financed in part through the urban planning grant from the Department of Housing and Urban Development, under the provisions of Section 701 of the Housing Act of 1954, as amended.

PLATE 4-2B(1)



DEPARTMENT OF HIGHWAYS, STATE OF MONTANA
ENGINEERING DIVISION FUNCTIONAL GROUPS

PLATE NO. 4-2B(2)

DEPARTMENT OF HIGHWAYS, STATE OF MONTANA
ENGINEERING DIVISION, PRECONSTRUCTION SECTION
ORGANIZATION

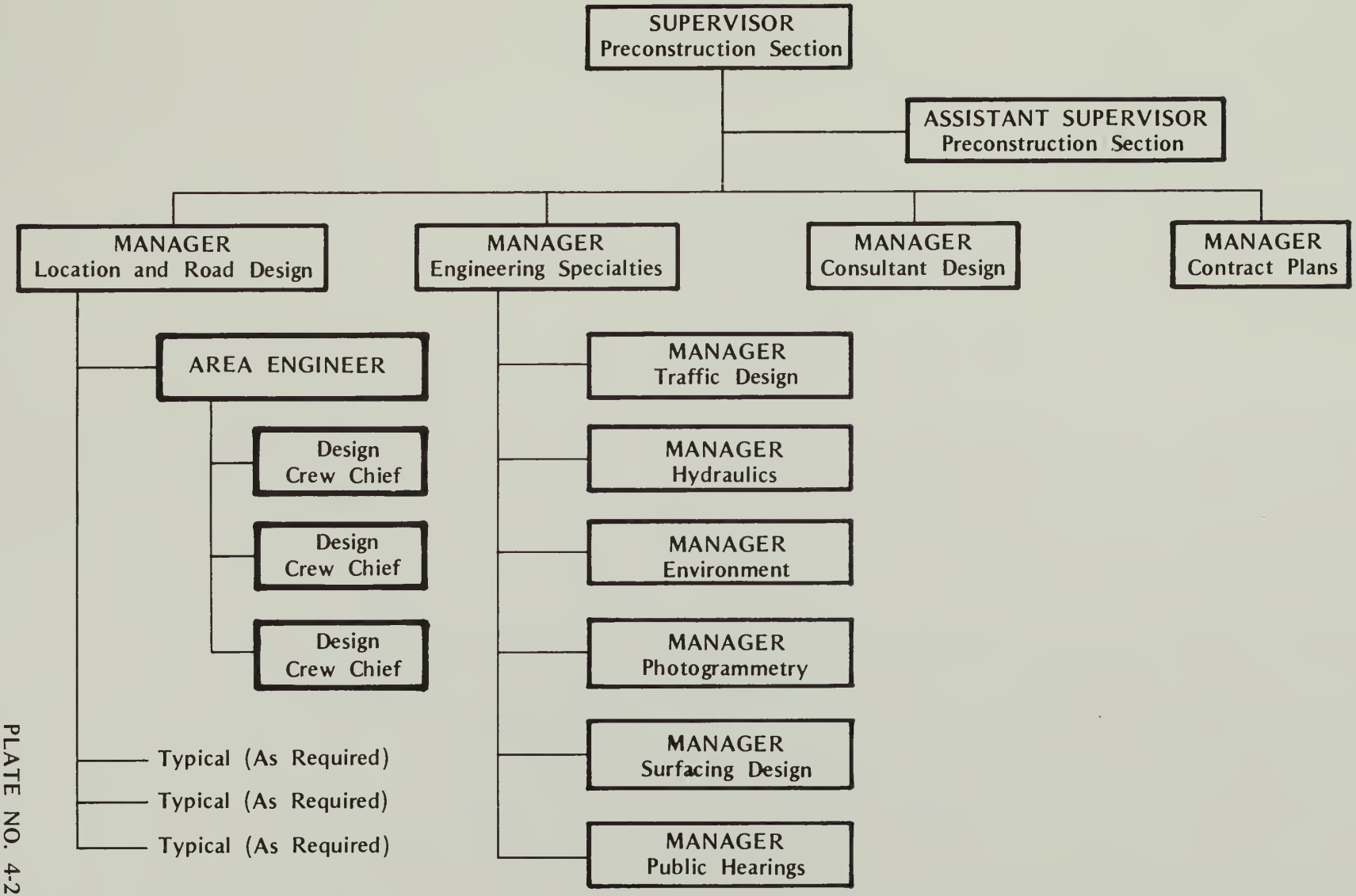


PLATE NO. 4-2B(3)

DEPARTMENT OF HIGHWAYS, STATE OF MONTANA
PLANNING AND RESEARCH BUREAU
ORGANIZATION CHART

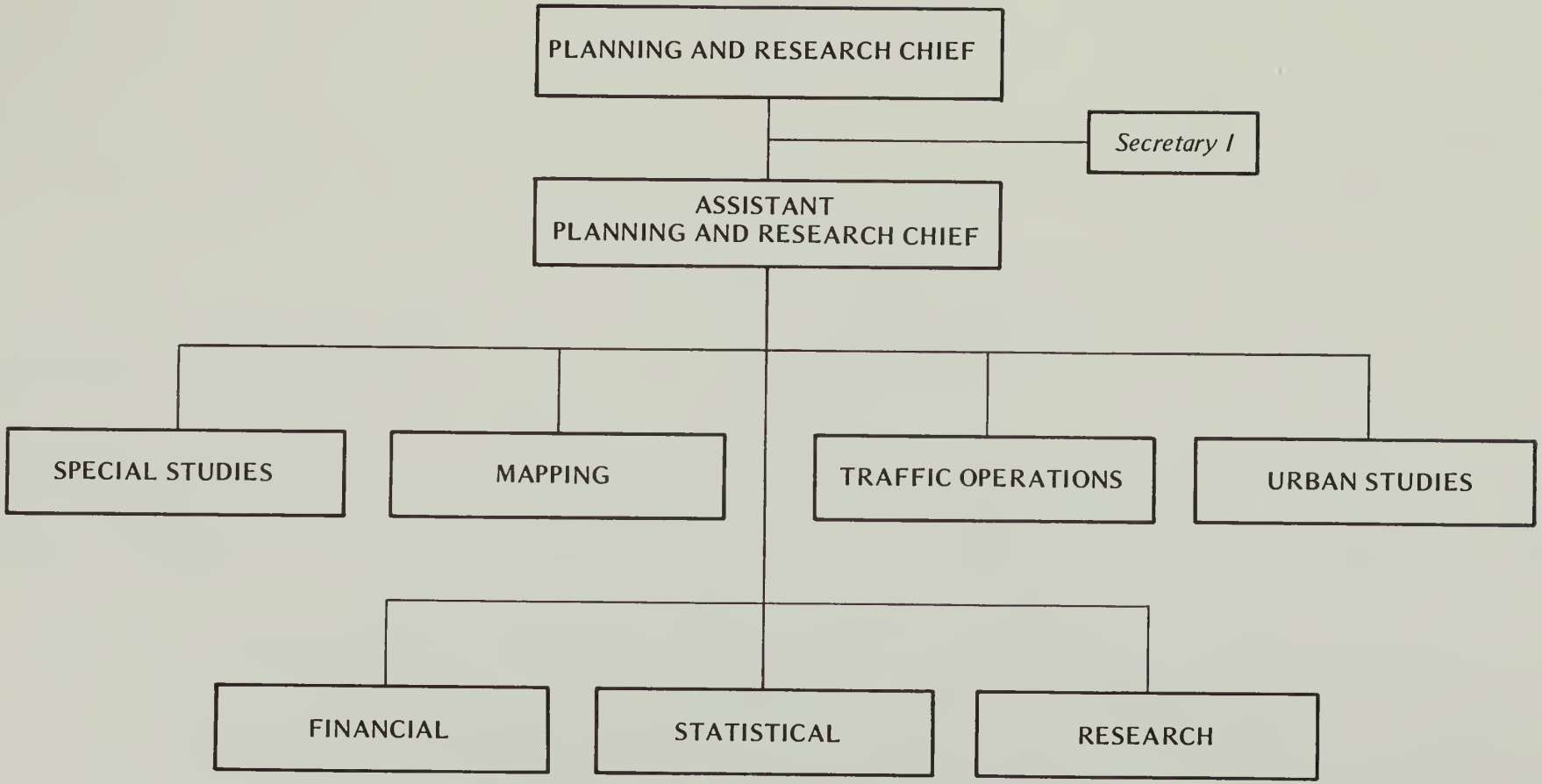
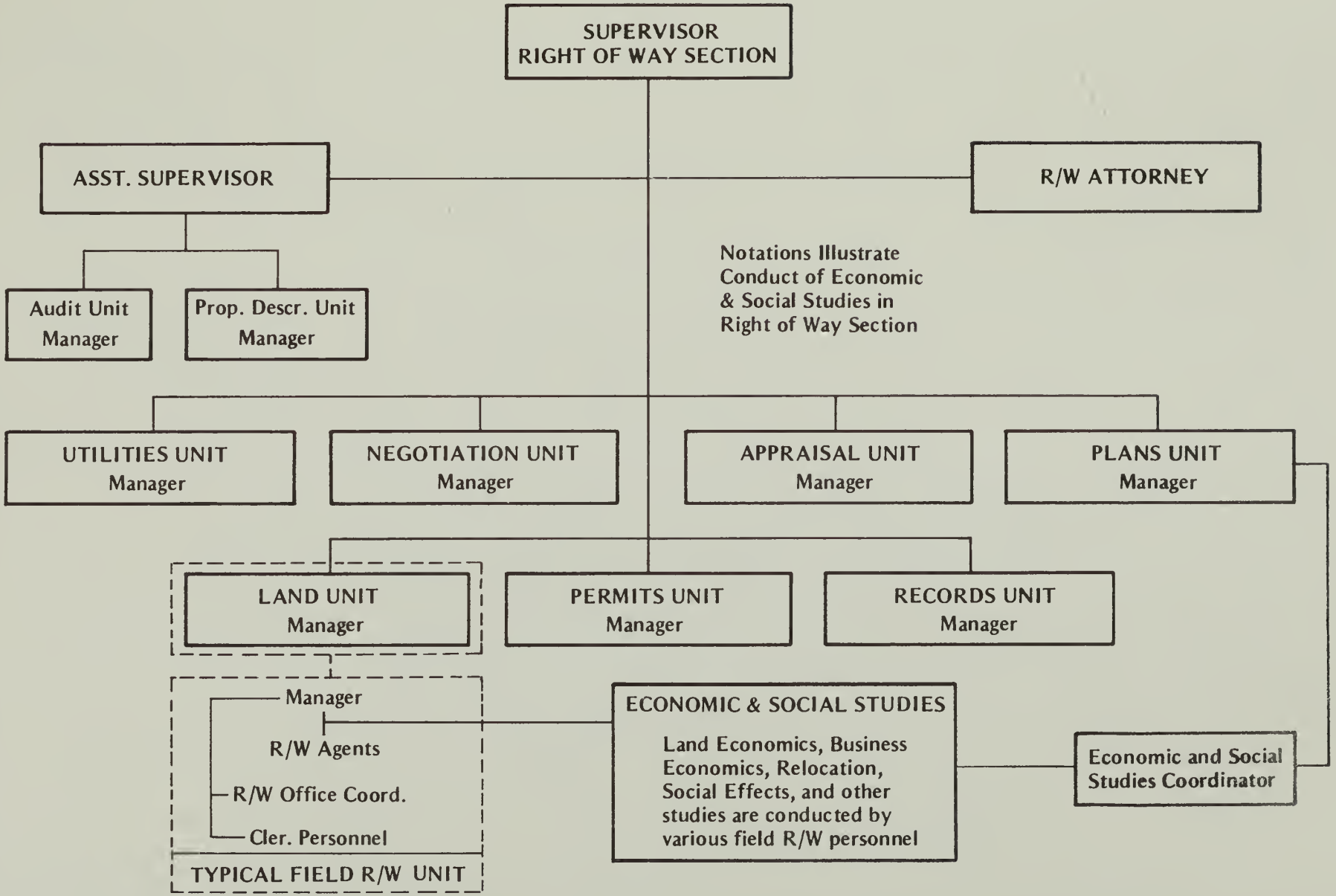


PLATE NO. 4-2B(4)

DEPARTMENT OF HIGHWAYS, STATE OF MONTANA
RIGHT OF WAY SECTION
ORGANIZATIONAL CHART



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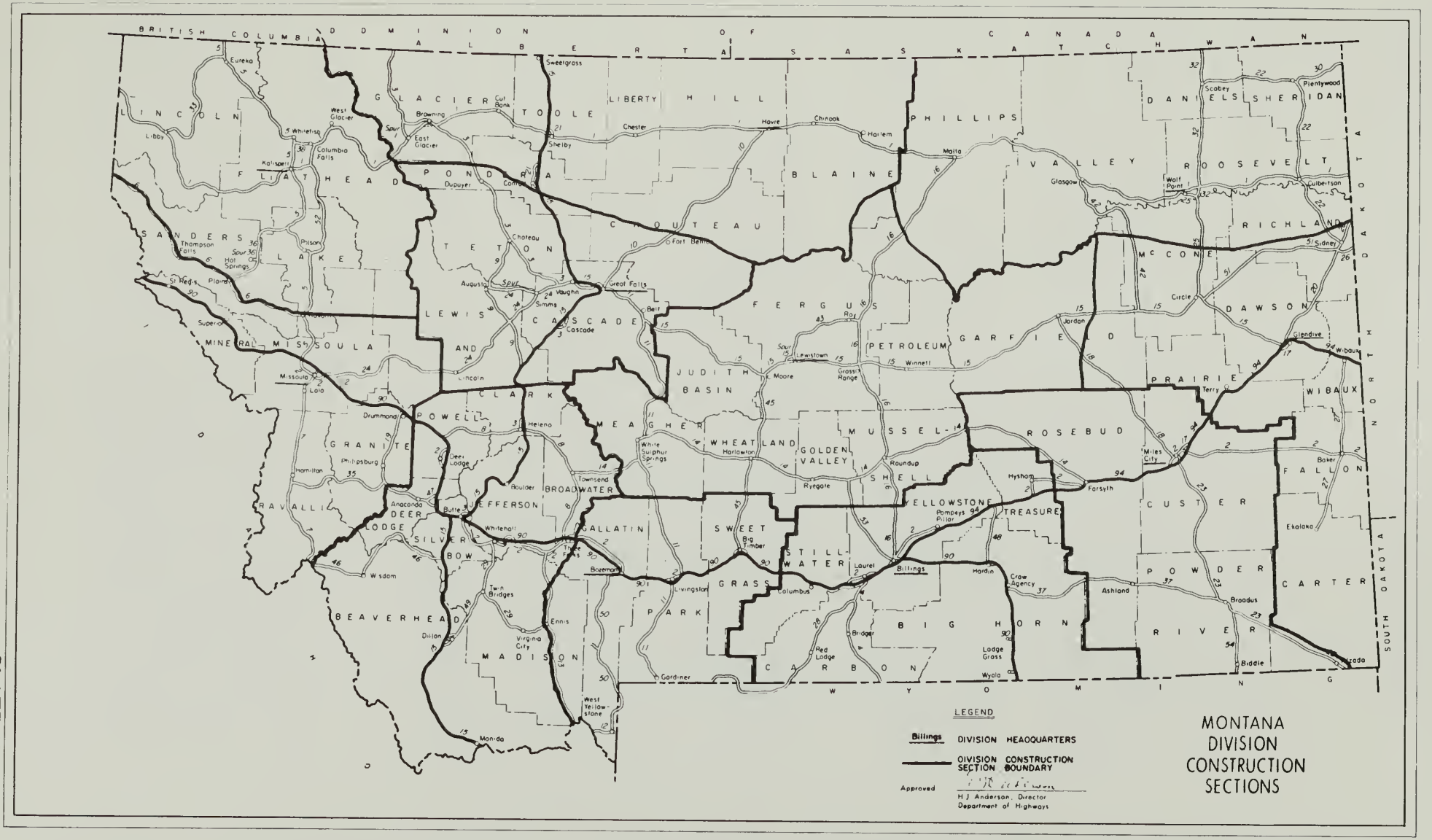
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GRANITE
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SILVER BOW
BEAVERHEAD
MADISON
GALLATIN
PARK
GLACIER
TOOLE
PONDERA
TETON
LIBERTY
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CASCADE
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ROOSEVELT
RICHLAND
MCCONE
GARFIELD
PRAIRIE
DAWSON
WIBAUX
FALLON
CUSTER
POWDER RIVER
CARTER
Eureka
Whitefish
Columbia Falls
Kalispell
Libby
West Glacier
Browning
East Glacier
Cut Bank
Sweetgrass
Shelby
Chester
Havre
Chinook
Harlem
Malta
Glasgow
Wolf Point
Culbertson
Scobey
Plentywood
Sidney
Circle
Jordan
Glendive
Wibaux
Terry
Miles City
Baker
Ekalaka
Broadus
Ashland
Forsyth
Hysham
Roundup
Harlowton
White Sulphur Springs
Lewistown
Winnett
Grass Range
Moore
Fort Benton
Great Falls
Belt
Vaughn
Simms
Augusta
Chateau
Dupuyer
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Billings DIVISION HEADQUARTERS
DIVISION CONSTRUCTION SECTION BOUNDARY
Approved
H.J. Anderson, Director
Department of Highways
MONTANA
DIVISION
CONSTRUCTION
SECTIONS

PLATE NO. 4-2C

4.2 THE DEPARTMENT OF HIGHWAYS

4.2.1 Introduction

Responsibility for implementing the MONTANA ACTION PLAN rests within the Department of Highways. To fully understand this responsibility, a knowledge of the organizational structure of the Department is needed. This section, therefore, describes the existing structure and the various functions within the structure which relate to highways.

The Department is responsible for the designation, planning, location, engineering, design, construction, maintenance, administration and protection of the State's highway system, except that county commissioners are responsible for selecting secondary roads for inclusion in the system (with concurrence by the Highway Commission) along with project selection.

The chief highway administrative officer of the State is the Director of Highways, also appointed by the Governor. He is responsible for the overall direction of the Department. He appoints employees to the various divisions, bureaus, sections and units, and delegates authority to them.

Policies which affect the overall operations of the Department, or which are of the utmost significance, or which might affect the operations of several divisions, are established by the Director and/or the State Highway Commission. The Commission is a five member quasijudicial board appointed by the Governor.

The Department's headquarters in Helena is the hub of coordination in the State. It also houses the State Highway Commission's offices and its Executive Secretary.

4.2.2 Financial Districts and Funding

Montana is geographically divided into twelve Financial Districts, each consisting of from three to seven counties (see map, Plate 4-2A). Financial Districts are one of the elements used in calculating distribution of funds available for highway construction and improvement. Funds are divided among all highway systems in proportion to the amount of State funds needed to match Federal funds for each system. State highway construction funds are divided among the highway systems, the Financial Districts, the

counties and urban areas according to the following formulae:

. . . Interstate System - in proportion to the estimated costs of completing construction of the system in each Financial District.

. . . Primary System - in proportion to the amount of deficient system mileage for each Financial District, as determined by annual review, which evaluates sufficiency of each section of highway.

. . . Secondary System - in proportion to the rural road mileage, rural population, land area and value of rural lands in each Financial District and each county.

. . . Urban Systems - in proportion to the population of each urban area.

State highway funds are derived entirely from highway-user taxes and fees, such as motor fuel taxes, gross vehicle weight taxes, size-and-weight special permits, proportional fleet registration of interstate vehicles, special fuel users' temporary trip permits, importers' gasoline taxes, registration of motor vehicles, and proration and reciprocity agreements with other jurisdictions. The levels of such taxation are set by the State legislature. Following is an example of the percentages received from taxes and fees during a typical year (fiscal 1972):

Motor Fuel Taxes	80.16%
Gross Vehicle Weight Tax	18.72%
Other Vehicle Taxes	1.12%
Total	100.00%

Federal funds for highways in Montana come from two sources:

(1) 18.75% of the amount collected by the Federal government for leases and permits issued within the State, and

(2) payment of the Federal share of expenditures made by the State for engineering, right-of-way acquisition and construction on Federal-aid highways.

Federal-aid reimbursements are derived entirely from Federal highway-user taxes and fees; therefore, with the exception of the money received from Federal leases and permits, the costs of constructing, maintaining and administering highways are paid entirely out of highway-user taxes and fees. In prac-

tice, the Department pays for all costs on Federal-aid projects, and then bills the Federal Highway Administration (FHWA) for the Federal share of such costs. During a typical year (fiscal 1972), of the total income of the Department of Highways, 64.25% came from Federal funds, and 35.75% came from State highway-user taxes and fees.

Although Montana statutes govern only the distribution of State funds, the control applies also to the Federal funds, as State funds are used to match a proportionate amount of Federal funds.

4.2.3
General Organization (Plate 4-2B(2))

The Department of Highways is the largest State agency (see Plate 4-2B(1)), having some 2,200 employees. Understandably, in an organization of this size there are a number of support functions which do not directly affect highway planning and design. These are not discussed herein. Highway planning and design processes are discussed in Section 4.5.

The Department's central organization in Helena has seven divisions (see Plate 4-2B(2)), each headed by an administrator reporting to the Director of Highways. In addition, one section (Advertising & Information) and one unit (Internal Review) report to the Director. The seven divisions are:

. . . Engineering Division

. . . Centralized Services Division

. . . Legal Division

. . . Personnel Division

. . . Motor Pool Division

. . . Gross Vehicle Weight Division

. . . Maintenance Division.

There are eleven field geographic areas known as Division Construction Sections. (See map, Plate 4-2C) Each Section has a Supervisor for Division Construction reporting to the Construction Bureau Chief in Helena and a Field Maintenance Bureau Chief reporting to the Maintenance Division Administrator in Helena. These Divisions are headquartered in Billings, Bozeman, Butte, Glendive, Great Falls, Havre,

Kalispell, Lewistown, Miles City, Missoula and Wolf Point.

(a) Personnel Division

This Division is responsible for recruiting, assigning and training all Departmental personnel. It administers all personnel records and payrolls. Its functions in the action plan process include identification of economic, social and environmental skills currently within the Department; recruitment and training of economic, social and environmental specialists, as needed; and the development of skills enhancement programs geared to providing Departmental personnel added effectiveness in working in an interdisciplinary environment.

(b) Centralized Services Division

This Division has, among other functions, responsibility for accounting, general administrative services, and data processing. It is responsible for the mechanics of processing and storing the data base for the Planning and Research Bureau.

(c) Legal Division

The Legal Division Administrator is an attorney appointed by the Director of Highways. The Legal Division provides legal defense in suits brought against the Department, including suits concerned with the environment. Among other functions, the Division reviews

. . . all construction contracts

. . . all contracts for location and design work by consultants

. . . all Environmental Impact Statements for legal ramifications, before they are submitted to FHWA.

The Division will act as a consultant to the Impact Evaluation Unit, Team or Group (see Subsection 4.3.1), on request, concerning the legal effects of any recommended actions to eliminate or reduce adverse economic, social and environmental impacts of highway projects.

(d) Engineering Division (Plate 4-2B(2))

This Division has general responsibility for highway planning and design activities within the Department. The Administrator-Engineering Division, functioning as the State's Chief Highway Engineer, directs the work of the

bureaus, sections and units within the Division. He is responsible for all areas of highway planning and design within the Department. Directly involved in highway planning and design activities are the Planning and Research Bureau, Preconstruction Section, the Right-of-Way Section, the Project Control Unit and the Secondary-Urban Unit. The activities of these five organizations within the Division are spread over the three stages of planning and design process--System Planning, Location Studies, and Design Activities. These three planning and design stages are discussed in Section 4.5 covering the Highway Planning and Design Procedure for the Department of Highways.

Responsible to the Administrator, Engineering Division (A-ED), are functional group heads directing the work of the

. . . Planning & Research Bureau

. . . Materials Bureau

. . . Construction Bureau

. . . Preconstruction Section

. . . Bridge Section

. . . Safety Section

. . . Right-of-Way Section

. . . Secondary-Urban Unit

. . . Project Control Unit.

The functional groups within the Engineering Division which are most involved in implementation of action plan considerations are discussed in the following paragraphs.

(1) Planning & Research Bureau (Plate 4-2B(4)). The Bureau serves primarily as a planning service organization conducting basic research and developing planning studies in concert with the remainder of the Department of Highways, the Federal Highways Administration and the general public. Its operating funds include Federal highway planning and research funds (1-1/2% of all Federal-aid funds) and State monies. These funds can only be used for planning and research purposes. In addition to the regular 1-1/2% funds available, one-half percent of all Federal-aid funds except Interstate monies are also available. These additional monies may be used for highway construction when not needed for planning and research. Recent Federal legislation does provide

additional funds to be used exclusively for planning in urbanized areas of 50,000 or more population.

The Bureau has five working divisions: Mapping, Traffic Operations, Statistical, Urban Studies, and Research.

The Bureau conducts statewide investigations and makes surveys, prepares plans and assembles engineering, economic and other data needed for general planning of a complete highway system and program of highway improvements, including

. . . road and bridge inventory, showing status of improvements, condition and location of public highways, and other related transportation facilities, and the probable average life of surfaces, including maps and tables classifying the data

. . . collection of information, showing actual and potential sources and objectives of highway traffic as indicated by distribution of vehicle ownership, rural population, land use and other related facts

. . . traffic surveys, covering State public road mileage highway transport studies, covering the volume and characteristics of highway transport within Montana

. . . tax studies and analyses, to develop data on direct and indirect receipts and disbursements of revenues of the State and its subdivisions in relation to highways

. . . urban transportation planning, in cooperation with local planning bodies.

In support of these activities, the Bureau maintains a library and undertakes economic studies.

To meet these objectives the Bureau devotes a great part of its time producing and publishing maps, studies, reports and data. These include

. . . functional classification and needs studies

. . . sufficiency ratings

. . . safety studies

. . . traffic surveys

. . . comprehensive urban traffic surveys

. . . origin and destination studies

. . . traffic accident studies

. . . county maps

. . . city maps

. . . straight-line diagrams of all State-built mileage, showing geometric features, right-of-way, and the history of construction and maintenance

. . . field inventories of roads and bridges

. . . the Federal-Aid Road Log, compiled annually

. . . state Mileage Tables

. . . road Life Studies

. . . contributions of data and information to periodically update the National Transportation Study

. . . sources of information on economic impacts affecting communities and neighborhoods and statewide impacts are developed by staff.

These reports and data provide input to the decision makers in System Planning and Location Studies (Subsections 4.5.4 and 4.5.5).

In addition, the Bureau is a primary contact point for the Department with local planning bodies, such as the "3-C agencies" (see Subsection 4.5.4), city-county planning boards and county commissioners. The Bureau Chief serves as a member on the Technical Advisory Committees of Montana's two "3-C" cities, Billings and Great Falls. It is through the Planning & Research Bureau that the Department's Impact Evaluation Unit (see Subsection 4.3.2) will provide assistance to local agencies during system planning as requested.

(2) Preconstruction Section. This Section (see Plate 4-2 B(3)) embraces every technical activity needed for highway improvement projects prior to the start of construction. It encompasses research, planning, programming, surveying, preparing detailed design plans and environmental impact statements, and clearance of a large number of details pertinent to proposed projects. This group accomplishes the location and final design of all highway projects in the construction program. It is within the Preconstruction

Section that the Area Engineers (project managers) assume responsibility for individual projects from the beginning of Location Studies through the letting of the construction contract. The functional groups within this Section, reporting to the Preconstruction Section Supervisor (assisted by the Assistant Preconstruction Supervisor) include

. . . Contract Plans Unit

. . . Location & Road Design Unit

. . . Consultant Design

. . . Engineering Specialties Unit involving traffic design, hydraulics, environmental, photogrammetric, surfacing and public hearing unit.

The Preconstruction Section implements Department policy and develops recommendations for needed changes in policy that affect highway location and design processes; participates in long-range highway planning as an advisor, including project programming; approves project schedules and insures the accomplishment of scheduled location and design goals; approves standard drawings and plan sheets; provides for the location, design, authorization to receive bids, and contract negotiations; provides for contracts with consulting firms for preliminary engineering and design work; provides for documentation of projects as required by Federal and State regulations; coordinates utility modifications and relocations; schedules, advertises and conducts public hearings on projects and other Departmental programs; and approves plans, specifications and estimates for final advertising.

There are two functional units within the Preconstruction Section having a particular impact evaluation function. These units and functions are:

Environment Unit - This unit is the source of environmental data developed within the Department for the use of the impact evaluation organization in the consideration of the economic, social and environmental effects of the Department's highway improvement proposals and projects.

Public Hearing Unit - This unit has the responsibility of scheduling, advertising and conducting public hearings covering highway improvement proposals and projects. Additionally, the Unit has the assigned responsibility for disseminating information to the public throughout the proposal and project studies with respect to improvement proposals as well as the alternatives being studied (see

Subsection 5.4.2). In the interest of coordinative release of information, all inquiries coming into the Department are directed to the Public Hearing Unit. The Unit, in turn will develop pertinent answers in concert with the appropriate data source and make appropriate responses.

(3) Project Control Unit. This functional group is responsible for the scheduling and progress evaluation of all location and design work on projects in the highway development pipeline. Its functions include

. . . funding analysis of proposed projects

. . . budgetary considerations in relation to proposed project priorities

. . . development of the "Tentative Construction Program" (see Section 4.5.4(c))

. . . preparing requests for preliminary engineering funds from the FHWA on approved projects (the PR-1 Form).

(4) Right-of-Way Section (Plate 4-2B(5)). In addition to acquiring right-of-way and negotiating utility relocation agreements, this functional group administers the relocation assistance program for persons, businesses and non-profit organizations displaced by new highway alignments. This is a continuation of the program first started in 1968. It is the Department's policy that no person shall be displaced by the construction of any State highway, unless and until adequate replacement housing has been provided.

The Section also provides some economic and social impact data to the Impact Evaluation Unit and Impact Evaluation Team (see Section 4.3). This information includes a wide-band ownership map, right-of-way cost estimates, relocation cost estimates, utility cost estimates, reports on anticipated social and economic impacts, reports on any possible involvement of parks, recreation or game/water-fowl refuge land ("4(f)" lands), and reports on possible impacts on minority groups and neighborhoods.

The units within the Section are Plans, Appraisal, Negotiation, Utilities, Land, Records, Permits, Property Description, and Audit. There are five field right-of-way units which are located in various Division Construction headquarters. These ROW units provide the Department with contact and input from the local public on right-of-way proposals.

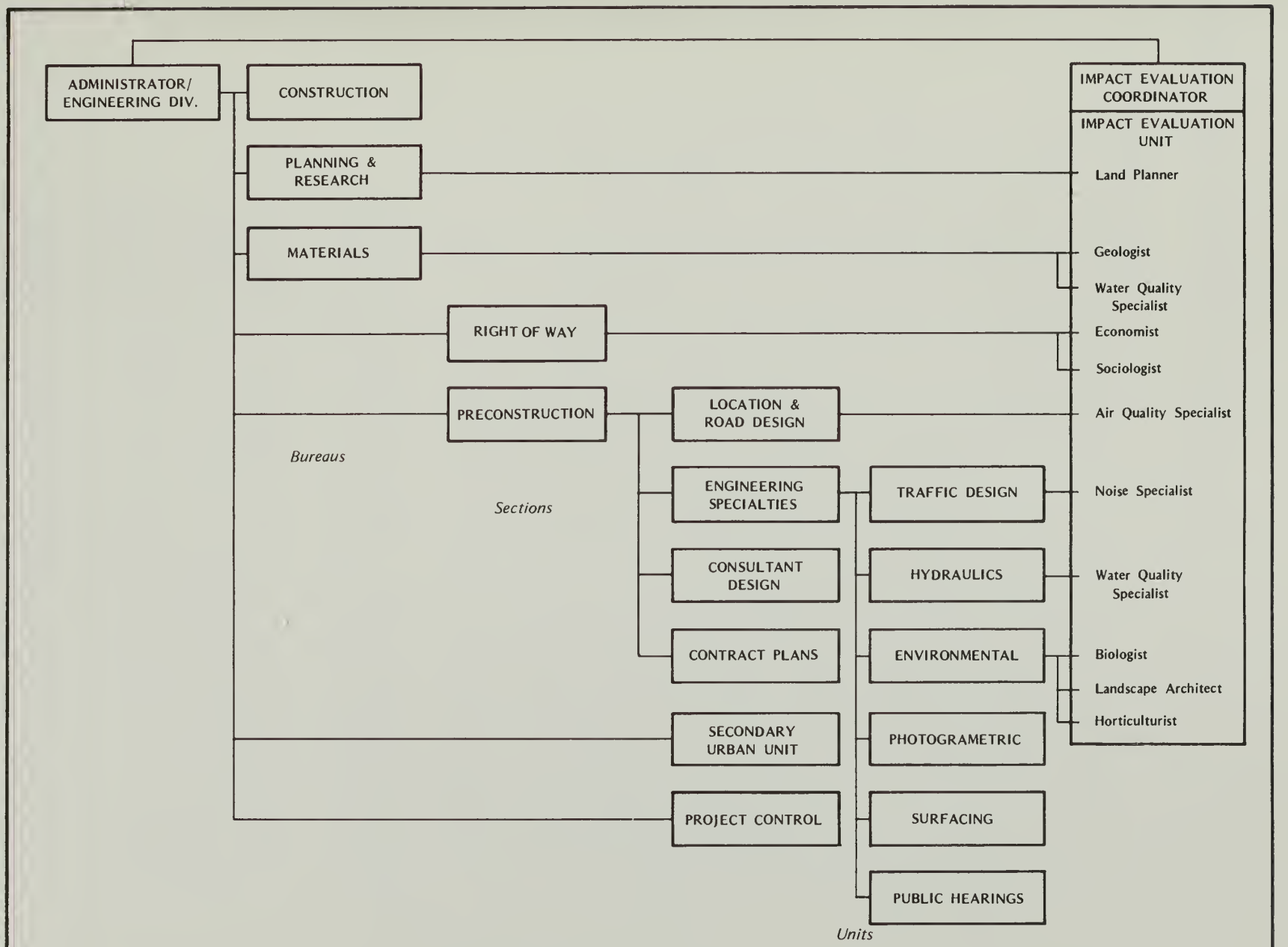
(5) Secondary-Urban Unit. The two primary responsibilities for this functional group are

. . . The review of priorities for proposed secondary road projects received from Boards of County Commissioners (the Unit coordinates approval of such projects between the Highway Commission and Federal Highway Administration);

. . . The programming of the distribution of gas tax funds to the counties, cities and towns for construction, reconstruction, and a limited amount of maintenance, on roads of those jurisdictions (such roads may or may not be on a secondary road system).

4.2.4
Use of Consultants

Consultants will be required to follow the MONTANA ACTION PLAN process in the development of highway improvement proposals and projects while under contract to the Department. The Consultant's staff will be interactive members of the total planning or design task force.



DEPARTMENT OF HIGHWAYS, STATE OF MONTANA
IMPACT EVALUATION ORGANIZATION

PLATE NO. 4-3

4.3 IMPACT EVALUATION ORGANIZATION

4.3.1 Introduction

While developing the MONTANA ACTION PLAN, it became apparent that organizational adjustments would be required to provide in-depth identification and analysis of economic, social and environmental factors that might result from decisions made by the Department of Highways. Upon closer analysis it seemed inappropriate, if not impossible, to provide for staff within the Department to adequately represent every discipline that could be required. And, based on past opinions expressed by the public, the Department felt it would be to the best interest of the citizens of the State of Montana to provide for an impact evaluation organization, concerned with economic, social and environmental factors but focused from without the Department. Such an organization would serve in a check-and-balance position...as an outsider, divested of highway involvement, able to assist the Department in adequately determining and considering all economic, social and environmental effects of a proposed project. Accordingly, the Department has revised its organization and procedures to include both internal and external identification and review of economic, social and environmental effects. Moreover, the organization thrust of the Department is such that individual evaluation units, planners, and designers will not work in isolation, but will continuously interface their individual activities.

To meet these needs, the Department of Highways has established

. . . an Impact Evaluation Unit - the Department of Highways staff of "impact evaluation specialists" working under the direction of the Impact Evaluation Coordinator

. . . an Impact Evaluation Team - a task force of disciplines, the impact evaluation unit plus additional specialists under contract from other agencies, universities, or consultants, assembled to identify and study economic, social and environmental impacts of a specific project or study with the Impact Evaluation Coordinator as team leader

. . . an Impact Evaluation Group - a permanent body, composed of members from other state agencies, Department of Highways, and FHWA, and chaired by

the Impact Evaluation Coordinator to identify and to review the economic, social and environmental effects of proposed highway actions

. . . an Impact Evaluation Coordinator - the director of the Department's systematic interdisciplinary impact evaluation organization for the consideration of economic, social and environmental effects of the Department's highway improvement proposals and projects, reporting directly to the Administrator - Engineering Division.

The following sections of this main topic will detail these three impact evaluation elements, describing what will be done, who will be involved, and how each element will function within the MONTANA ACTION PLAN process. Specific points on involvement for each of the three elements are shown on the Department of Highways Planning and Design Procedures charts (see Plate Series 4-5A, 4-5B and 4-5C).

4.3.2
Impact Evaluation Unit

The Impact Evaluation Unit is a group of staff specialists within the Department of Highways serving as the core staff of impact evaluation specialists. The Unit is a permanent group functioning under the direction of the Impact Evaluation Coordinator.

The Unit will provide economic, social and environmental information to the Area Engineer (project manager) as required for a particular situation or a specific project. The Unit will also function as an interactive member of the project location and design team and will identify and study economic, social and environmental effects throughout the life of the project, thus making project development interdisciplinary in approach. Finally, the Unit will be a component of the Impact Evaluation Team and the Impact Evaluation Coordinator will serve as the team leader.

The Impact Evaluation Unit is currently composed of personnel in the employ of the Department of Highways. The Unit includes

. . . environmental specialists from the fields of biology, landscape architecture and horticulture, Preconstruction Section (Environmental Unit)

. . . an economist from the Right-of-Way Section

. . . a land use planner from the Planning and Research Bureau

. . . a sociologist from the Right-of-Way Section

. . . a noise specialist from the Preconstruction Section (Traffic Design Unit)

. . . a water quality specialist from the Preconstruction Section (Hydraulics)

. . . an air quality specialist from the Preconstruction Section (Location & Road Design Unit)

. . . a geologist from the Materials Bureau

. . . a water quality specialist from the Materials Bureau.

All the specialists represented in the Impact Evaluation Unit are employees of the Engineering Division.

The Unit has been incorporated into the MONTANA ACTION PLAN process to provide economic, social and environmental input into the highway planning and design system and will be available to Area Engineers (project managers) on an as-required basis. The Unit also will undertake any necessary investigations which may be recommended by the Impact Evaluation Group.

It is anticipated some local governments (towns, cities and counties) will not be able to provide impact evaluation data and analyses covering their highway improvement proposals. Generally, this will be the situation where the locality does not have impact evaluation specialists in its employ. However, impact evaluation specialists will be available to these localities as a service of the Department. When the locality requests impact evaluation services, the Impact Evaluation Unit will be directed to assist the locality.

The Impact Evaluation Unit will also solicit the assistance of agencies with area-wide responsibilities in order to coordinate viewpoints during project development. The Unit will initiate the Impact Evaluation Notebook for a project and will continuously monitor each Notebook to assure that documentation in support of decisions and economic, social and environmental data has been adequately included.

With this Unit, the Department has on its core staff a team of specialists, knowledgeable of the economic, social

and environmental factors that need to be evaluated for a highway proposal or project. The Unit can "speak the language" of the varied disciplines required for studying probable impact factors. And the Unit knows where to find any additional discipline specialists required for a particular project. Thus, the Department has the ability to communicate its needs and requirements to disciplines other than that of engineering.

4.3.3
Impact Evaluation Team

The Impact Evaluation Team is an ad hoc team of impact evaluation specialists gathered from other agencies, consultants, universities, as well as the Department and assembled for a particular study of a highway improvement proposal or project. The Impact Evaluation Team concept thus provides the Department with the ability to utilize multiple disciplines as a situation demands without having all disciplines employed within the Department. When a particular highway improvement proposal or project warrants consideration of a specific economic, social or environmental factor, the Impact Evaluation Team for that assignment will be expanded to include a member or members with expertise in the appropriate disciplines. Team members will be selected by the Supervisor, Preconstruction Section, after conferring with the Area Engineer, the Impact Evaluation Coordinator, and the Impact Evaluation Group.

There will be a number of Impact Evaluation Teams. . . one for each of a number of highway improvement proposals or projects. And, the membership of any one Team can vary as to numbers and makeup, according to the particular project and situation. Indeed, Team membership can fluctuate at any time, based on the economic, social and environmental factors under consideration at the moment.

The Team membership will include impact evaluation specialists from the Impact Evaluation Unit and those other persons required by the current situation (a particular specialist could serve more than one team). The Department is negotiating agreements for services and payment with other State agencies (see Subsection 6.5.3 for resources available) to provide for use of persons possessing training in various disciplines anticipated as being required for study of future proposals and projects. And, the Department has contacted units of the State University System and has developed an understanding for the use of appropriate disciplines under contract for particular studies and projects. There are also a number of professional consulting firms available to the Depart-

ment. The Department is thus able to assemble the required economic, social, and environmental knowledge required for any situation. . . as it is needed.

The Impact Evaluation Team will serve as an interactive multi-disciplined element of the project task force leading to an interdisciplinary approach to the development of highway improvements. Concomitantly, the other state agencies concerned with economic, social and environmental effects will have members of their staffs involved as active participants in highway improvement planning and design.

The Team will provide the detailed data upon which the decision maker can base his decision. The level of detail will be dictated by the decision and situation at a point in time. There will be situations which require repeated refinement of data before a valid decision may be reached. As data is accumulated, other economic, social and environmental factors previously obscured could surface. Those new factors may result in renewed effort in another direction requiring added disciplines to be included on a particular Team. The Impact Evaluation Team will thus serve as the main, but flexible, source of detailed economic, social and environmental input into the system.

4.3.4
Impact Evaluation Group

The Impact Evaluation Group is a permanent interagency body formed to identify and review economic, social and environmental effects of highway improvement proposals and projects during systems planning, location and design, and monitor their consideration within the Department of Highways. The Group membership includes representatives from

. . . Department of Fish and Game

. . . Department of Health and Environmental Sciences

. . . Department of Intergovernmental Relations - Planning and Economic Development Division

. . . Environmental Quality Council

. . . Department of Natural Resources and Conservation

. . . Department of Education - Montana Historical Society

. . . Department of Highways

. . . Federal Highway Administration (serves as ex officio member).

The above list of Group membership sponsors can expand as part of the process of implementing the MONTANA ACTION PLAN.

The Group will meet on a regularly scheduled basis with an agenda of projects or points for discussion. The Group membership will provide some assurance to the public and the Department that all pertinent economic, social and environmental factors are adequately identified and considered.

During System Planning the Group will review the plans and offer suggestions and recommendations to the organizations responsible for long range planning. The Group will also review projects and data as they become available during location and design activities. The Group, with a multiplicity of disciplines, will provide the vehicle for direction and suggestion on a statewide basis. The Group's input will assure the decision maker's full consideration of economic, social and environmental factors. Data which will serve as the base for decision will be reviewed to verify that the level of detail of the data was sufficient for a valid decision at that point in the system.

As the Group reviews data and decisions, there will be times when the data developed as a later consideration of finding renders a prior decision invalid or suspect. When this occurs, the Group could recommend referral back to the point in the study process where the last valid decision was made. The more detailed data could then be utilized by the decision maker and the planning and design activity recycled through the process to a point deemed desirable by the decision maker.

4.3.5 Impact Evaluation Coordinator

The Impact Evaluation Coordinator directs the Department's systematic interdisciplinary impact evaluation organization in the consideration of the economic, social and environmental effects of the Department's highway improvement proposals and projects. The Coordinator reports directly to the Administrator - Engineering Division.

The duties and responsibilities of the Coordinator are basically fourfold.

. . . chairman of the Impact Evaluation Group (see subsection 4.3.4)

. . . leader of the Impact Evaluation Team (see subsection 4.3.3)

. . . director of the efforts of the Impact Evaluation Unit (see subsection 4.3.2)

. . . chief of documentation to insure a chronological account of all actions taken to support a full identification of economic, social and environmental effects of all highway improvement proposals and projects (see section 4.4).

During the MONTANA ACTION PLAN implementation period, the Coordinator will

. . . organize the Group as a functioning body with procedural rules and schedules

. . . negotiate agreements with other State agencies and the University system to provide, on call, specialists to serve as Impact Evaluation Team members

. . . develop operating procedures to make the Impact Evaluation Unit a functioning element.

The position of Coordinator requires

. . . a philosophical attitude which will permit him to act as an environmental advocate

. . . the ability to organize and direct the activities of a varied-background organizational elements

. . . impartiality in his evaluation of so-called environmental/engineering situations

. . . a broad working knowledge of the Department's organization and procedures.

4.4 IMPACT EVALUATION NOTEBOOK

4.4.1 Introduction

The action plan concept and the emphasis on a systematic, interdisciplinary approach to highway planning and design requires a forward flow of impact evaluation data. A number of methods were considered for controlling the information flow and for insuring ready availability. The decision was to go to separate documentation.

The planning and design of a highway improvement project involves many people, countless decisions, and a period of time generally stretching into years. For the most part, information has previously been carried forward in files and in a series of reports, each building on the earlier report. The initial impulse was to cover the forward flow of impact evaluation data by including the necessary information in these reports. In actual practice, however, the formats of these reports are pretty well set. Rather than develop new formats, separate documentation for each highway improvement proposal seemed appropriate. Accordingly, the information on data collected, studies, consideration, participants, decisions, etc., will be included in an Impact Evaluation Notebook for each highway improvement proposal or project evolving from System Planning.

4.4.2 Notebook Format

The Impact Evaluation Notebook will exist as the documentation of a chronological account of all actions taken to support a full identification and consideration of economic, social and environmental effects of highway improvement proposals and projects subject to the MONTANA ACTION PLAN process and with sufficient scope to clearly indicate that impact evaluation includes

. . . the identification of potential economic, social and environmental effects (both beneficial and adverse) of alternative courses of action

. . . the use of a systematic, interdisciplinary approach in the planning and design process

. . . the involvement of other agencies and the public

. . . the consideration of alternative courses of action, including the option of no-highway improvement.

4.4.3
Initiation

The Impact Evaluation Notebook will be initiated at the beginning of the Project Formulation phase (System Planning) for each proposed project.

(a) First Entry

The first entry will be duplicated copies of the impact evaluation data developed during the Systems Studies and Project Selection phases and submitted in support of highway improvement proposals recommended for inclusion in the State highway program.

(b) Subsequent Entries

Subsequent entries will be made in the Impact Evaluation Notebook for each succeeding step of the Highway Planning and Design Procedures where there is participation by

. . . the Impact Evaluation Unit

. . . the Impact Evaluation Team

. . . the Impact Evaluation Group

. . . the Area Engineer and the Department staff

. . . other agencies and the public.

4.4.4
Notebook Custody

The Notebook will accompany each highway improvement proposal and project and be available for review by all persons involved in the decision making process.

(a) During Project Planning and Design

The Impact Evaluation Unit will initiate the Impact Evaluation Notebook and will be responsible for the completeness of all subsequent entries.

(b) Following Planning and Design

The Impact Evaluation Notebook for each highway improve-

ment proposal or project, once the planning and design process is either completed or terminated, will be retained in the records of the Department of Highways.

URBAN AREAS
(3C and Cities over 20,000 population)

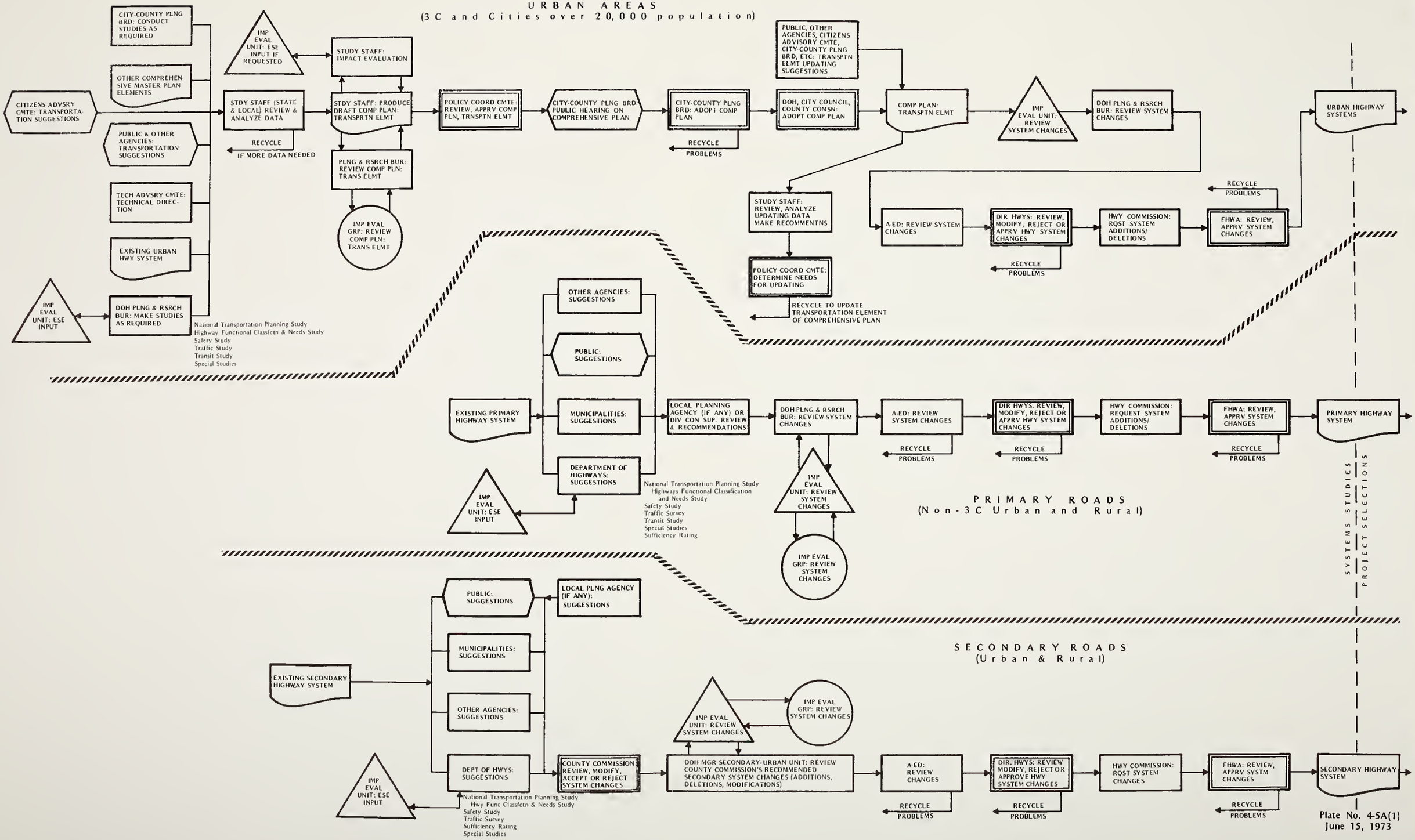
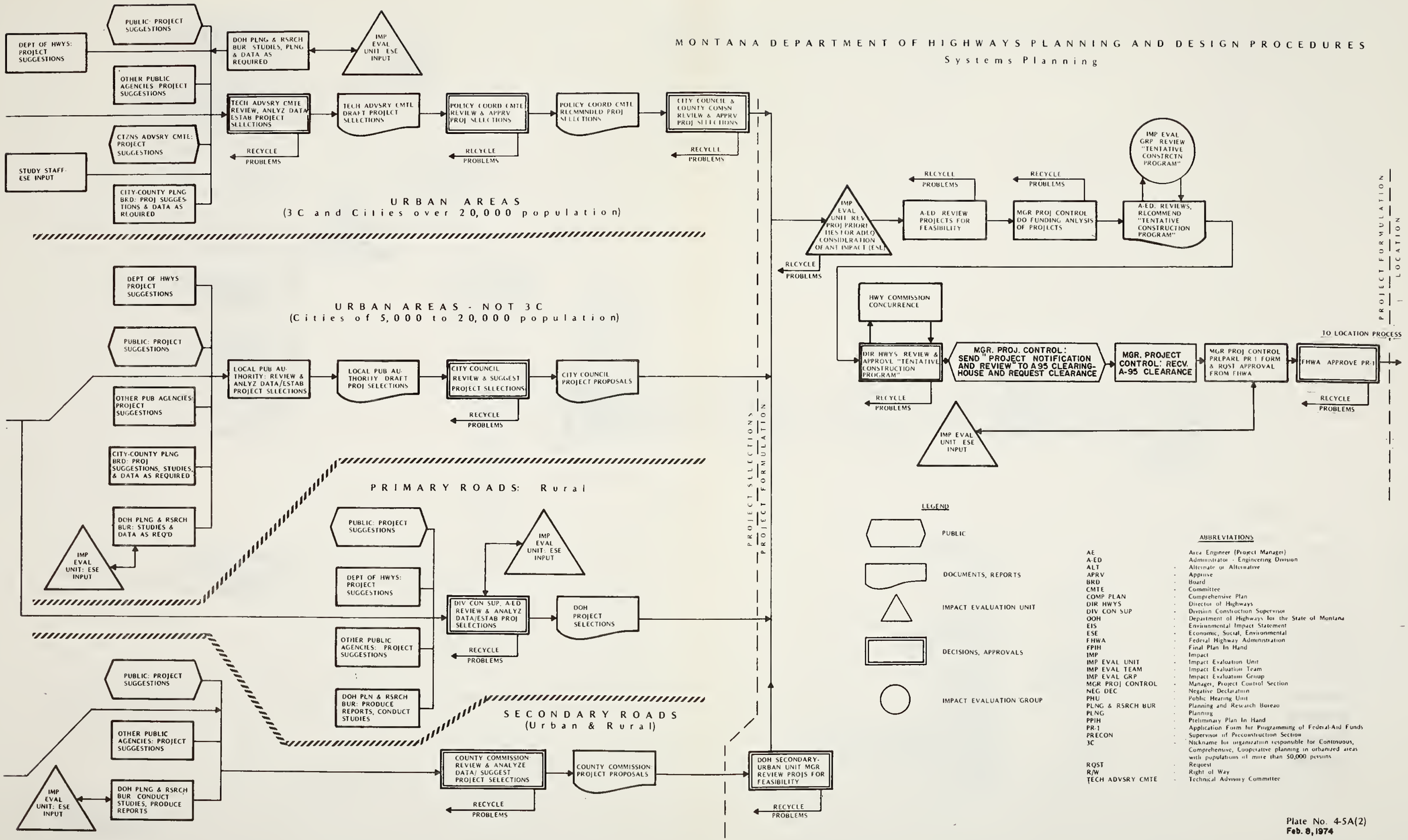

CITY-COUNTY PLNG BRD: CONDUCT STUDIES AS REQUIRED
OTHER COMPREHENSIVE MASTER PLAN ELEMENTS
CITIZENS ADVSRY CMTE: TRANSPORTATION SUGGESTIONS
PUBLIC & OTHER AGENCIES: TRANSPORTATION SUGGESTIONS
TECH ADVSRY CMTE: TECHNICAL DIRECTION
EXISTING URBAN HWY SYSTEM
IMP EVAL UNIT: ESE INPUT
DOH PLNG & RSRCH BUR: MAKE STUDIES AS REQUIRED
National Transportation Planning Study
Highway Functional Classfctn & Needs Study
Safety Study
Traffic Study
Transit Study
Special Studies
IMP EVAL UNIT: ESE INPUT IF REQUESTED
STUDY STAFF: IMPACT EVALUATION
STDY STAFF (STATE & LOCAL) REVIEW & ANALYZE DATA
RECYCLE
IF MORE DATA NEEDED
STDY STAFF: PRODUCE DRAFT COMP PLAN: TRANSPRTN ELMT
PLNG & RSRCH BUR: REVIEW COMP PLN: TRANS ELMT
IMP EVAL GRP: REVIEW COMP PLN: TRANS ELMT
POLICY COORD CMTE: REVIEW, APPRV COMP PLN, TRNSPTN ELMT
CITY-COUNTY PLNG BRD: PUBLIC HEARING ON COMPREHENSIVE PLAN
CITY-COUNTY PLNG BRD: ADOPT COMP PLAN
RECYCLE
PROBLEMS
PUBLIC, OTHER AGENCIES, CITIZENS ADVISORY CMTE, CITY-COUNTY PLNG BRD, ETC: TRANSPTN ELMT UPDATING SUGGESTIONS
DOH, CITY COUNCIL, COUNTY COMSN: ADOPT COMP PLAN
COMP PLAN: TRANSPTN ELMT
IMP EVAL UNIT: REVIEW SYSTEM CHANGES
DOH PLNG & RSRCH BUR: REVIEW SYSTEM CHANGES
URBAN HIGHWAY SYSTEMS
STUDY STAFF: REVIEW, ANALYZE UPDATING DATA MAKE RECOMMENTNS
POLICY COORD CMTE: DETERMINE NEEDS FOR UPDATING
RECYCLE TO UPDATE TRANSPORTATION ELEMENT OF COMPREHENSIVE PLAN
A-ED: REVIEW SYSTEM CHANGES
DIR HWYS: REVIEW, MODIFY, REJECT OR APPRV HWY SYSTEM CHANGES
RECYCLE
PROBLEMS
HWY COMMISSION: RQST SYSTEM ADDITIONS/ DELETIONS
FHWA: REVIEW, APPRV SYSTEM CHANGES
RECYCLE
PROBLEMS
OTHER AGENCIES: SUGGESTIONS
PUBLIC: SUGGESTIONS
EXISTING PRIMARY HIGHWAY SYSTEM
MUNICIPALITIES: SUGGESTIONS
DEPARTMENT OF HIGHWAYS: SUGGESTIONS
IMP EVAL UNIT: ESE INPUT
National Transportation Planning Study
Highways Functional Classification and Needs Study
Safety Study
Traffic Survey
Transit Study
Special Studies
Sufficiency Rating
LOCAL PLANNING AGENCY (IF ANY) OR DIV CON SUP. REVIEW & RECOMMENDATIONS
DOH PLNG & RSRCH BUR: REVIEW SYSTEM CHANGES
IMP EVAL UNIT: REVIEW SYSTEM CHANGES
IMP EVAL GRP: REVIEW SYSTEM CHANGES
A-ED: REVIEW SYSTEM CHANGES
RECYCLE
PROBLEMS
DIR HWYS: REVIEW, MODIFY, REJECT OR APPRV HWY SYSTEM CHANGES
RECYCLE
PROBLEMS
HWY COMMISSION: REQUEST SYSTEM ADDITIONS/ DELETIONS
FHWA: REVIEW, APPRV SYSTM CHANGES
RECYCLE
PROBLEMS
PRIMARY HIGHWAY SYSTEM
PRIMARY ROADS
(Non-3C Urban and Rural)
SYSTEMS STUDIES
PROJECT SELECTIONS
PUBLIC: SUGGESTIONS
LOCAL PLNG AGENCY (IF ANY): SUGGESTIONS
MUNICIPALITIES: SUGGESTIONS
EXISTING SECONDARY HIGHWAY SYSTEM
OTHER AGENCIES: SUGGESTIONS
DEPT OF HWYS: SUGGESTIONS
IMP EVAL UNIT: ESE INPUT
National Transportation Planning Study
Hwy Func Classfctn & Needs Study
Safety Study
Traffic Survey
Sufficiency Rating
Special Studies
COUNTY COMMISSION: REVIEW, MODIFY, ACCEPT OR REJECT SYSTEM CHANGES
IMP EVAL UNIT: REVIEW SYSTEM CHANGES
IMP EVAL GRP: REVIEW SYSTEM CHANGES
DOH MGR SECONDARY-URBAN UNIT: REVIEW COUNTY COMMISSION'S RECOMMENDED SECONDARY SYSTEM CHANGES (ADDITIONS, DELETIONS, MODIFICATIONS)
A-ED: REVIEW CHANGES
RECYCLE
PROBLEMS
DIR. HWYS: REVIEW MODIFY, REJECT OR APPROVE HWY SYSTEM CHANGES
RECYCLE
PROBLEMS
HWY COMMISSION: RQST SYSTEM CHANGES
FHWA: REVIEW, APPRV SYSTM CHANGES
RECYCLE
PROBLEMS
SECONDARY HIGHWAY SYSTEM
SECONDARY ROADS
(Urban & Rural)

Plate No. 4-5A(1)
June 15, 1973

MONTANA DEPARTMENT OF HIGHWAYS PLANNING AND DESIGN PROCEDURES

Systems Planning


URBAN AREAS
(3C and Cities over 20,000 population)
DEPT OF HWYS: PROJECT SUGGESTIONS
PUBLIC: PROJECT SUGGESTIONS
OTHER PUBLIC AGENCIES PROJECT SUGGESTIONS
CTZNS ADVSRY CMTE: PROJECT SUGGESTIONS
STUDY STAFF: ESE INPUT
CITY-COUNTY PLNG BRD: PROJ SUGGESTIONS & DATA AS REQUIRED
DOH PLNG & RSRCH BUR STUDIES, PLNG & DATA AS REQUIRED
IMP EVAL UNIT ESE INPUT
TECH ADVSRY CMTE REVIEW, ANLYZ DATA ESTAB PROJECT SELECTIONS
TECH ADVSRY CMTE DRAFT PROJECT SELECTIONS
POLICY COORD CMTE REVIEW & APPRV PROJ SELECTIONS
POLICY COORD CMTE RECOMMNDED PROJ SELECTIONS
CITY COUNCIL & COUNTY COMSN REVIEW & APPRV PROJ SELECTIONS
RECYCLE PROBLEMS
URBAN AREAS - NOT 3C
(Cities of 5,000 to 20,000 population)
DEPT OF HWYS PROJECT SUGGESTIONS
PUBLIC: PROJECT SUGGESTIONS
OTHER PUB AGENCIES: PROJECT SUGGESTIONS
CITY-COUNTY PLNG BRD: PROJ SUGGESTIONS, STUDIES, & DATA AS REQUIRED
DOH PLNG & RSRCH BUR: STUDIES & DATA AS REQ'D
IMP EVAL UNIT: ESE INPUT
LOCAL PUB AUTHORITY: REVIEW & ANLYZ DATA/ESTAB PROJECT SELECTIONS
LOCAL PUB AUTHORITY DRAFT PROJ SELECTIONS
CITY COUNCIL REVIEW & SUGGEST PROJECT SLLECTIONS
CITY COUNCIL PROJECT PROPOSALS
PRIMARY ROADS: Rural
PUBLIC: PROJECT SUGGESTIONS
DEPT OF HWYS: PROJECT SUGGESTIONS
OTHER PUBLIC AGENCIES: PROJECT SUGGESTIONS
DOH PLN & RSRCH BUR: PRODUCE REPORTS, CONDUCT STUDIES
IMP EVAL UNIT: ESE INPUT
DIV CON SUP, A-ED REVIEW & ANALYZ DATA/ESTAB PROJ SELECTIONS
DOH PROJECT SELECTIONS
SECONDARY ROADS
(Urban & Rural)
PUBLIC: PROJECT SUGGESTIONS
OTHER PUBLIC AGENCIES: PROJECT SUGGESTIONS
IMP EVAL UNIT: ESE INPUT
DOH PLNG & RSRCH BUR CONDUCT STUDIES, PRODUCE REPORTS
COUNTY COMMISSION: REVIEW & ANALYZE DATA/ SUGGEST PROJECT SELECTIONS
COUNTY COMMISSION: PROJECT PROPOSALS
DOH SECONDARY-URBAN UNIT MGR REVIEW PROJS FOR FEASIBILITY
PROJECT SELECTIONS
PROJECT FORMULATION
IMP EVAL UNIT REV PROJ PRIORITIES FOR ADEQ CONSIDERATION OF ANT IMPACT (ESE)
A-ED REVIEW PROJECTS FOR FEASIBILITY
MGR PROJ CONTROL DO FUNDING ANLYSIS OF PROJECTS
IMP EVAL GRP REVIEW "TENTATIVE CONSTRCTN PROGRAM"
A-ED REVIEWS, RECOMMEND "TENTATIVE CONSTRUCTION PROGRAM"
HWY COMMISSION CONCURRENCE
DIR HWYS REVIEW & APPROVE "TENTATIVE CONSTRUCTION PROGRAM"
MGR. PROJ. CONTROL: SEND "PROJECT NOTIFICATION AND REVIEW" TO A-95 CLEARING-HOUSE AND REQUEST CLEARANCE
MGR. PROJECT CONTROL: RECV. A-95 CLEARANCE
MGR PROJ CONTROL PRLPARL PR 1 FORM & RQST APPROVAL FROM FHWA
FHWA APPROVE PR-1
TO LOCATION PROCESS
LOCATION
IMP EVAL UNIT ESE INPUT

LEGEND

- PUBLIC
- DOCUMENTS, REPORTS
- IMPACT EVALUATION UNIT
- DECISIONS, APPROVALS
- IMPACT EVALUATION GROUP

ABBREVIATIONS

AE	-	Area Engineer (Project Manager)
A-ED	-	Administrator - Engineering Division
ALT	-	Alternate or Alternative
APRV	-	Approve
BRD	-	Board
CMTE	-	Committee
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DIV CON SUP	-	Division Construction Supervisor
DOH	-	Department of Highways for the State of Montana
EIS	-	Environmental Impact Statement
ESE	-	Economic, Social, Environmental
FHWA	-	Federal Highway Administration
FPIH	-	Final Plan In Hand
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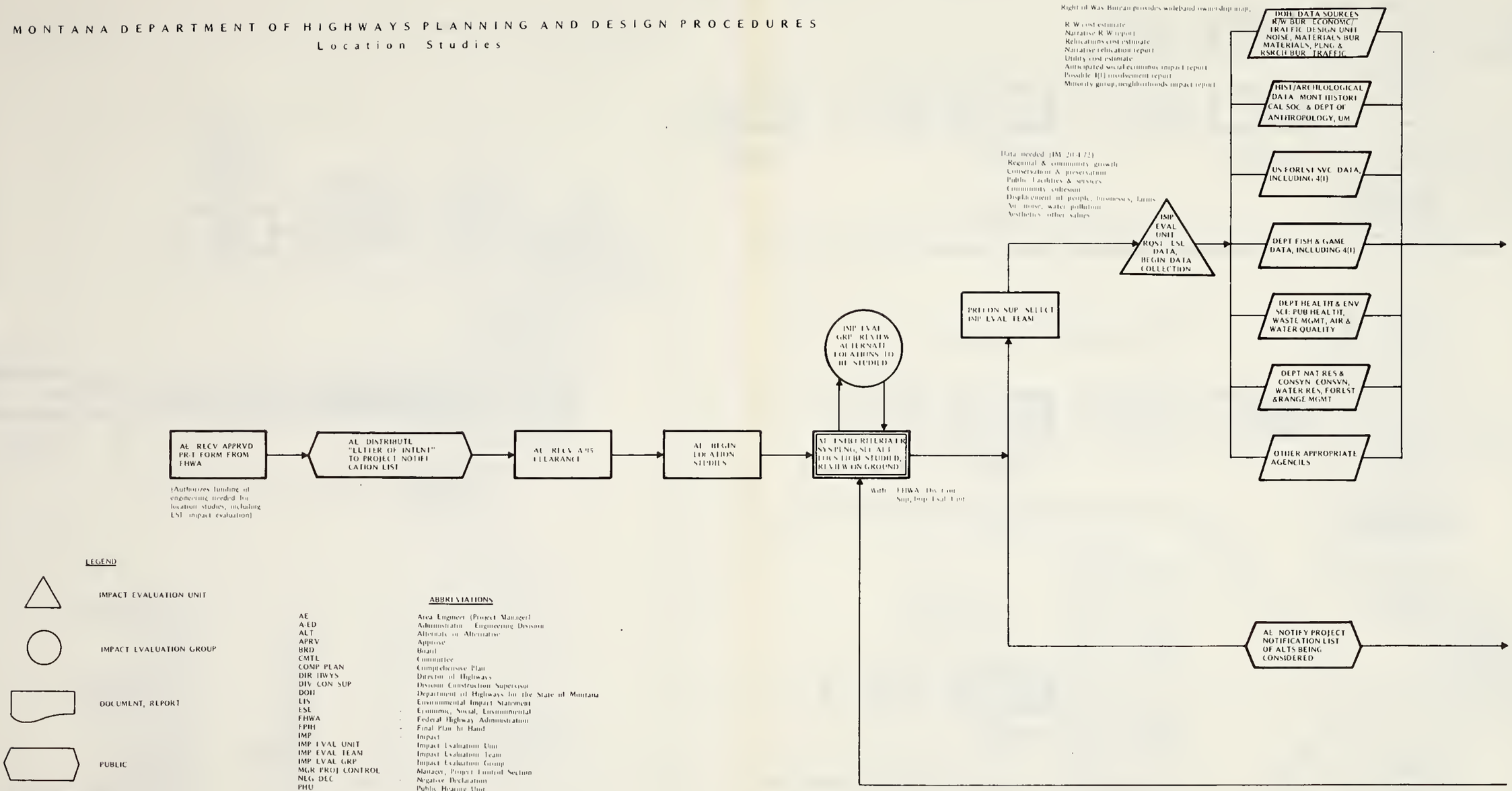
IMP EVAL UNIT	-	Impact Evaluation Unit
IMP EVAL TEAM	-	Impact Evaluation Team
IMP EVAL GRP	-	Impact Evaluation Group
MGR PROJ CONTROL	-	Manager, Project Control Section
NEG DEC	-	Negative Declaration
PHU	-	Public Hearing Unit
PLNG & RSRCH BUR	-	Planning and Research Bureau
PLNG	-	Planning
PPIH	-	Preliminary Plan In Hand
PR-1	-	Application Form for Programming of Federal-Aid Funds
PRECON	-	Supervisor of Preconstruction Section
3C	-	Nickname for organization responsible for Continuous, Comprehensive, Cooperative planning in urbanized areas with populations of more than 50,000 persons
RQST	-	Request
R/W	-	Right of Way
TECH ADVSRY CMTE	-	Technical Advisory Committee

Plate No. 4-5A(2)
Feb. 8, 1974

MONTANA DEPARTMENT OF HIGHWAYS PLANNING AND DESIGN PROCEDURES

Location Studies


AE RECV APPRVD PR-1 FORM FROM FHWA
AE DISTRIBUTE "LETTER OF INTENT" TO PROJECT NOTIFICATION LIST
AE RECV A-95 CLEARANCE
AE BEGIN LOCATION STUDIES
AE ESTBLSH CRITERIA FOR SYSTEMS, SELECT CORRIDORS TO BE STUDIED, REVIEW ON GROUND
IMP EVAL GRP REVIEW ALTERNATE LOCATIONS TO BE STUDIED
With FHWA, Div Constr Supt, Dept Eval Unit
PRECON SUP SELECT IMP EVAL TEAM
IMP EVAL UNIT RQST ESL DATA, BEGIN DATA COLLECTION
Data needed (IM 20-4 72)
Regional & community growth
Conservation & preservation
Public facilities & services
Community cohesion
Displacement of people, businesses, farms
Air noise, water pollution
Aesthetics, other values
Right of Way Bureau provides wideband ownership map,
R/W cost estimate
Narrative R/W report
Relocations cost estimate
Narrative relocation report
Utility cost estimate
Anticipated social economic impact report
Possible 4(f) involvement report
Minority group, neighborhoods impact report
DOH DATA SOURCES R/W BUR ECONOMIC/ TRAFFIC DESIGN UNIT NOISE, MATERIALS BUR MATERIALS, PLNG & RSRCH BUR TRAFFIC
HIST/ARCHLOGICAL DATA MONT HISTORICAL SOC & DEPT OF ANTHROPOLOGY, UM
US FOREST SVC DATA, INCLUDING 4(f)
DEPT FISH & GAME DATA, INCLUDING 4(f)
DEPT HEALTH & ENV SCI: PUB HEALTH, WASTE MGMT, AIR & WATER QUALITY
DEPT NAT RES & CONSVN CONSVN, WATER RES, FOREST & RANGE MGMT
OTHER APPROPRIATE AGENCIES
AE NOTIFY PROJECT NOTIFICATION LIST OF ALTS BEING CONSIDERED

†Authorizes funding of engineering needed for location studies, including ESL impact evaluation]

LEGEND

- IMPACT EVALUATION UNIT
- IMPACT EVALUATION GROUP
- DOCUMENT, REPORT
- PUBLIC
- DECISION, APPROVAL
- IMPACT EVALUATION TEAM

ABBREVIATIONS

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DIR HWYS	Director of Highways
DIV CON SUP	Division Construction Supervisor
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IMP EVAL TEAM	Impact Evaluation Team
IMP EVAL GRP	Impact Evaluation Group
MGR PROJ CONTROL	Manager, Project Control Section
NEG DEC	Negative Declaration
PHU	Public Hearing Unit
PLNG & RSRCH BUR	Planning and Research Bureau
PLNG	Planning
PPIH	Preliminary Plan in Hand
PR-1	Application Form for Programming of Federal Aid Funds
PRECON	Supervisor of Preconstruction Section
3C	Nickname for organization responsible for Continuous, Comprehensive, Cooperative planning in urbanized areas with populations of more than 50,000 persons
RQST	Request
R/W	Right of Way
TECH ADVSRY CMTE	Technical Advisory Committee

Plate No. 4-5B(1)
Feb. 8, 1974

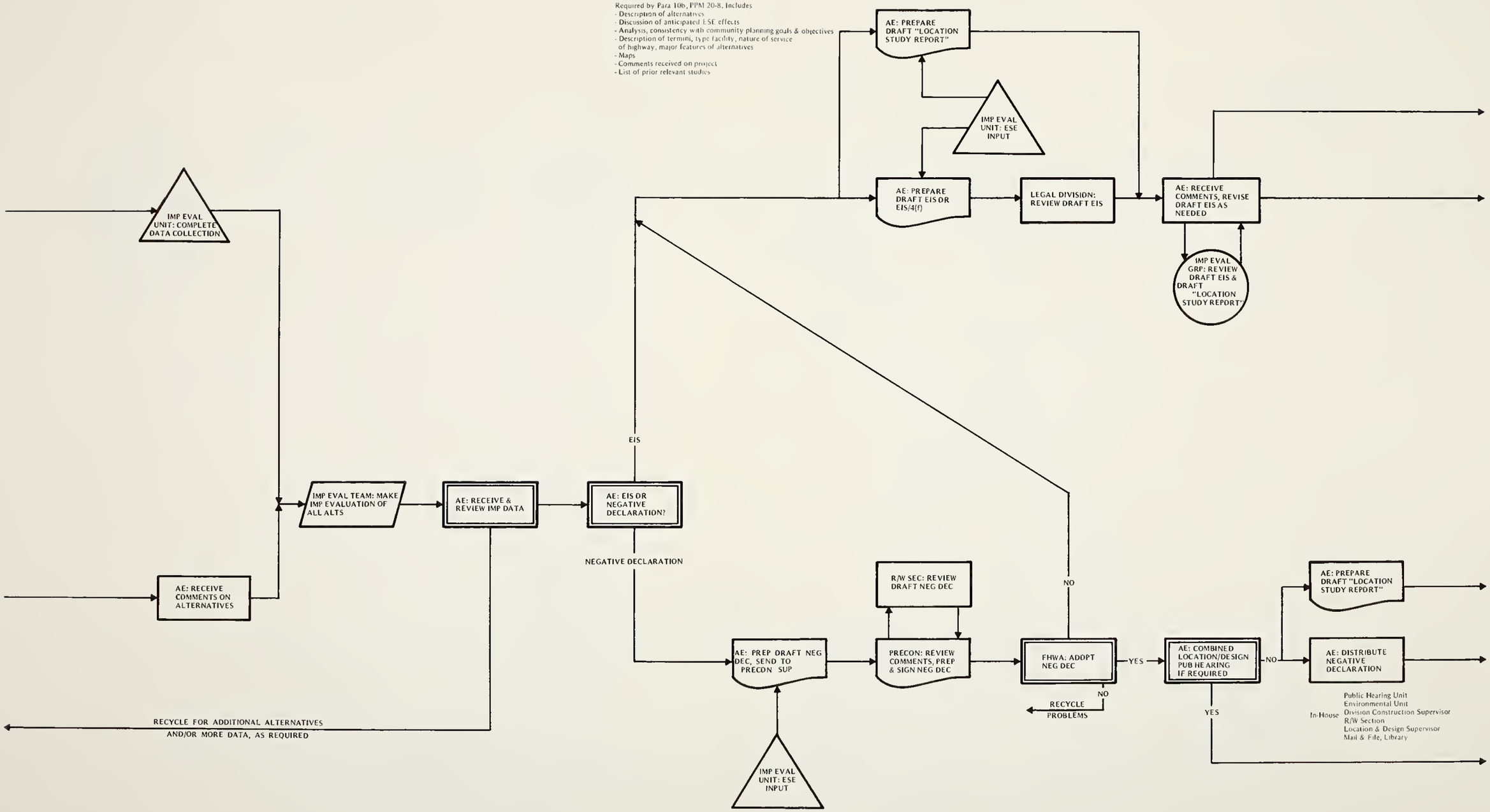
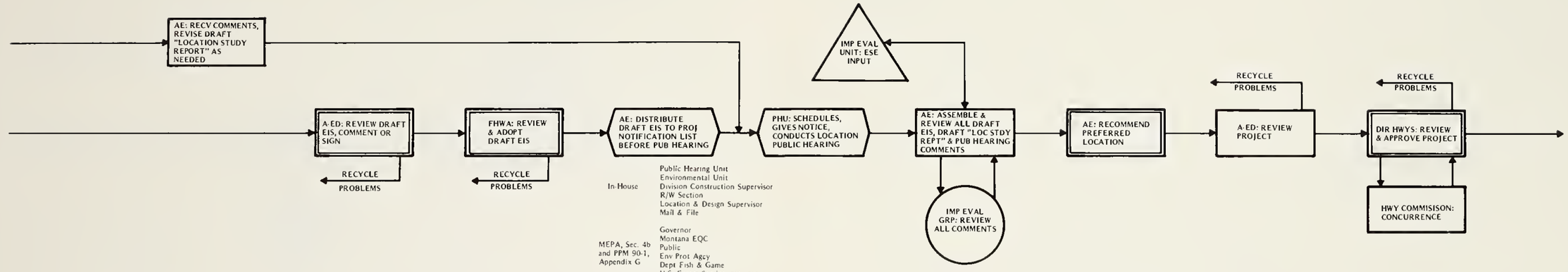

Required by Para 106, PPM 20-8, Includes
- Description of alternatives
- Discussion of anticipated ESE effects
- Analysis, consistency with community planning goals & objectives
- Description of termini, type facility, nature of service of highway, major features of alternatives
- Maps
- Comments received on project
- List of prior relevant studies
IMP EVAL UNIT: COMPLETE DATA COLLECTION
AE: RECEIVE COMMENTS ON ALTERNATIVES
IMP EVAL TEAM: MAKE IMP EVALUATION OF ALL ALTS
AE: RECEIVE & REVIEW IMP DATA
AE: EIS OR NEGATIVE DECLARATION?
EIS
NEGATIVE DECLARATION
RECYCLE FOR ADDITIONAL ALTERNATIVES AND/OR MORE DATA, AS REQUIRED
AE: PREPARE DRAFT "LOCATION STUDY REPORT"
IMP EVAL UNIT: ESE INPUT
AE: PREPARE DRAFT EIS OR EIS/4(f)
LEGAL DIVISION: REVIEW DRAFT EIS
AE: RECEIVE COMMENTS, REVISE DRAFT EIS AS NEEDED
IMP EVAL GRP: REVIEW DRAFT EIS & DRAFT "LOCATION STUDY REPORT"
AE: PREP DRAFT NEG DEC, SEND TO PRECON SUP
IMP EVAL UNIT: ESE INPUT
R/W SEC: REVIEW DRAFT NEG DEC
PRECON: REVIEW COMMENTS, PREP & SIGN NEG DEC
FHWA: ADOPT NEG DEC
NO
YES
RECYCLE PROBLEMS
NO
AE: COMBINED LOCATION/DESIGN PUB HEARING IF REQUIRED
YES
NO
AE: PREPARE DRAFT "LOCATION STUDY REPORT"
AE: DISTRIBUTE NEGATIVE DECLARATION
In-House
Public Hearing Unit
Environmental Unit
Division Construction Supervisor
R/W Section
Location & Design Supervisor
Mail & File, Library

Plate No. 4-5B(2)
June 15, 1973


AE: RECV COMMENTS, REVISE DRAFT "LOCATION STUDY REPORT" AS NEEDED
A-ED: REVIEW DRAFT EIS, COMMENT OR SIGN
RECYCLE PROBLEMS
FHWA: REVIEW & ADOPT DRAFT EIS
RECYCLE PROBLEMS
AE: DISTRIBUTE DRAFT EIS TO PROJ NOTIFICATION LIST BEFORE PUB HEARING
In-House
Public Hearing Unit
Environmental Unit
Division Construction Supervisor
R/W Section
Location & Design Supervisor
Mail & File
MEPA, Sec. 4b and PPM 90-1, Appendix G
Governor
Montana EQC
Public
Env Prot Agcy
Dept Fish & Game
U.S. Forest Service, etc., etc.
PHU: SCHEDULES, GIVES NOTICE, CONDUCTS LOCATION PUBLIC HEARING
IMP EVAL UNIT: ESE INPUT
AE: ASSEMBLE & REVIEW ALL DRAFT EIS, DRAFT "LOC STDY REPT" & PUB HEARING COMMENTS
IMP EVAL GRP: REVIEW ALL COMMENTS
AE: RECOMMEND PREFERRED LOCATION
RECYCLE PROBLEMS
A-ED: REVIEW PROJECT
RECYCLE PROBLEMS
DIR HWYS: REVIEW & APPROVE PROJECT
HWY COMMISISON: CONCURRENCE

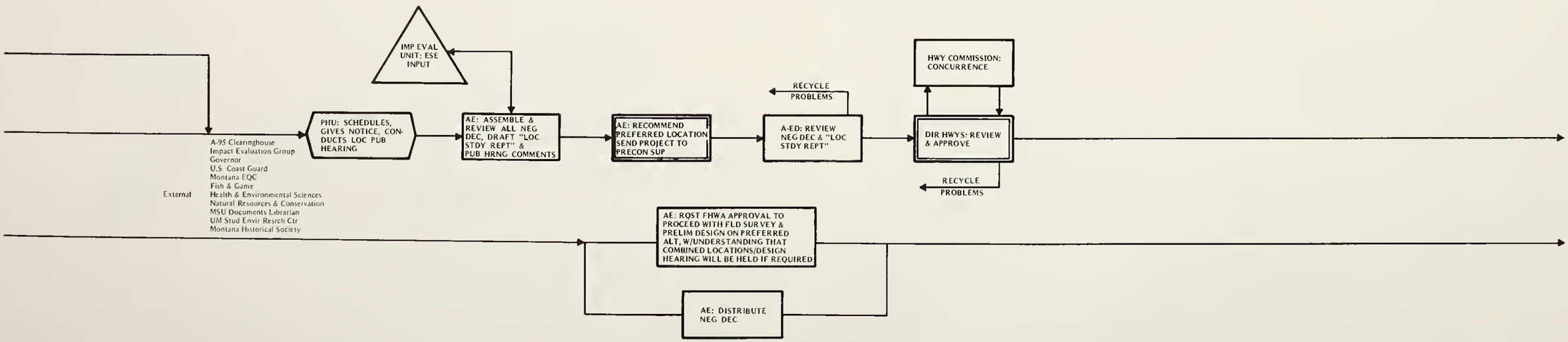
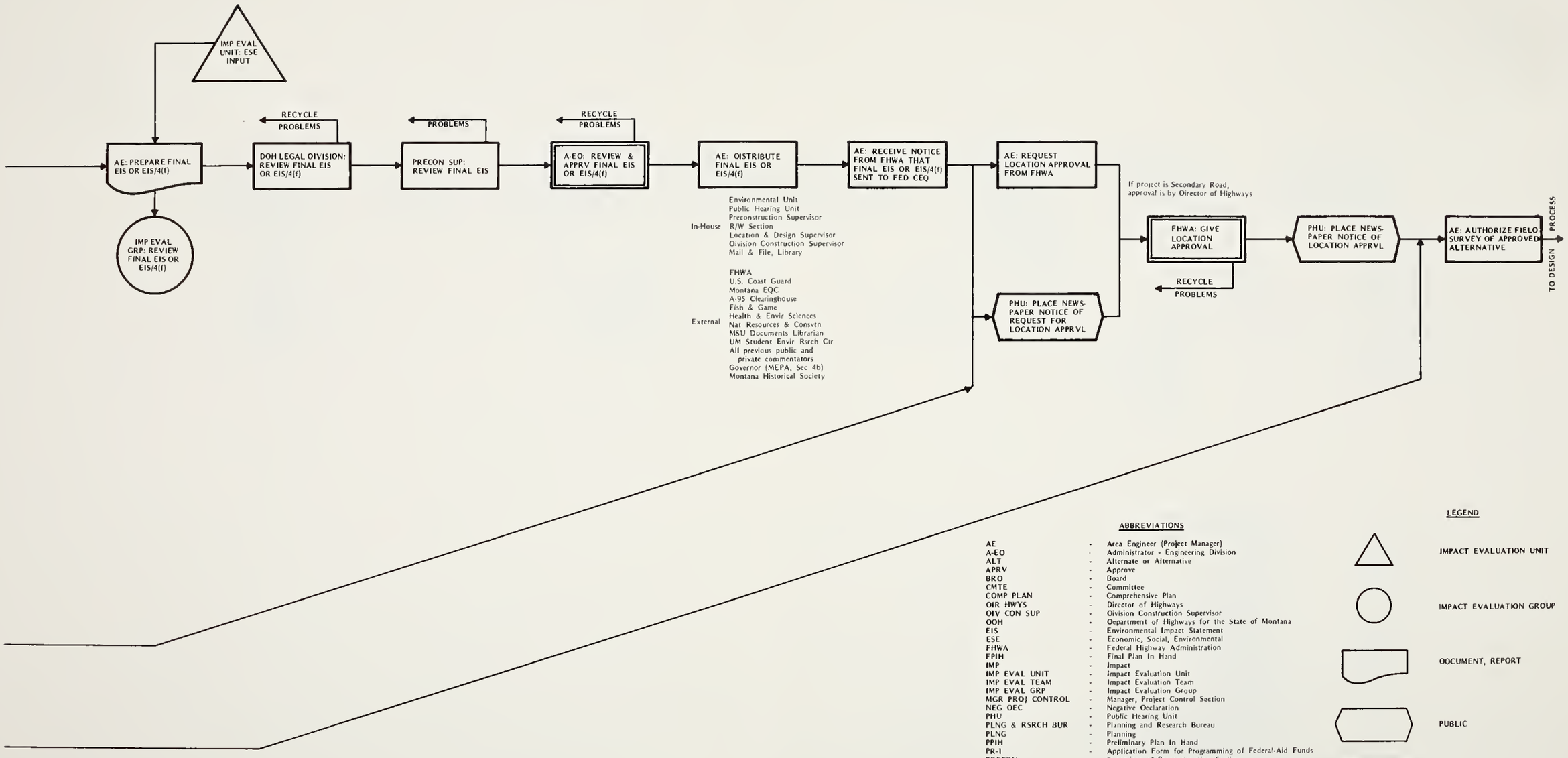

IMP EVAL UNIT: ESE INPUT
External
A-95 Clearinghouse
Impact Evaluation Group
Governor
U.S. Coast Guard
Montana EQC
Fish & Game
Health & Environmental Sciences
Natural Resources & Conservation
MSU Documents Librarian
UM Stud Envir Resrch Ctr
Montana Historical Society
PHU: SCHEDULES, GIVES NOTICE, CONDUCTS LOC PUB HEARING
AE: ASSEMBLE & REVIEW ALL NEG DEC, DRAFT "LOC STDY REPT" & PUB HRNG COMMENTS
AE: RECOMMEND PREFERRED LOCATION SEND PROJECT TO PRECON SUP
RECYCLE PROBLEMS
A-ED: REVIEW NEG DEC & "LOC STDY REPT"
HWY COMMISSION: CONCURRENCE
DIR HWYS: REVIEW & APPROVE
RECYCLE PROBLEMS
AE: RQST FHWA APPROVAL TO PROCEED WITH FLD SURVEY & PRELIM DESIGN ON PREFERRED ALT, W/UNDERSTANDING THAT COMBINED LOCATIONS/DESIGN HEARING WILL BE HELD IF REQUIRED
AE: DISTRIBUTE NEG DEC

Plate No. 4-5B(3)
June 15, 1973

MONTANA DEPARTMENT OF HIGHWAYS PLANNING AND DESIGN PROCEDURES

Location Studies


IMP EVAL UNIT: ESE INPUT
AE: PREPARE FINAL EIS OR EIS/4(f)
IMP EVAL GRP: REVIEW FINAL EIS OR EIS/4(f)
RECYCLE
PROBLEMS
DOH LEGAL DIVISION: REVIEW FINAL EIS OR EIS/4(f)
PROBLEMS
PRECON SUP: REVIEW FINAL EIS
RECYCLE
PROBLEMS
A-EO: REVIEW & APPRV FINAL EIS OR EIS/4(f)
AE: DISTRIBUTE FINAL EIS OR EIS/4(f)
In-House
Environmental Unit
Public Hearing Unit
Preconstruction Supervisor
R/W Section
Location & Design Supervisor
Division Construction Supervisor
Mail & File, Library
External
FHWA
U.S. Coast Guard
Montana EQC
A-95 Clearinghouse
Fish & Game
Health & Envir Sciences
Nat Resources & Consvtn
MSU Documents Librarian
UM Student Envir Rsrch Ctr
All previous public and private commentators
Governor (MEPA, Sec 4b)
Montana Historical Society
AE: RECEIVE NOTICE FROM FHWA THAT FINAL EIS OR EIS/4(f) SENT TO FED CEQ
AE: REQUEST LOCATION APPROVAL FROM FHWA
If project is Secondary Road, approval is by Director of Highways
FHWA: GIVE LOCATION APPROVAL
RECYCLE
PROBLEMS
PHU: PLACE NEWSPAPER NOTICE OF LOCATION APPRVL
PHU: PLACE NEWSPAPER NOTICE OF REQUEST FOR LOCATION APPRVL
AE: AUTHORIZE FIELD SURVEY OF APPROVED ALTERNATIVE
TO DESIGN PROCESS

ABBREVIATIONS

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IMP EVAL TEAM	-	Impact Evaluation Team
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PR-1	-	Application Form for Programming of Federal-Aid Funds
PRECON	-	Supervisor of Preconstruction Section
3C	-	Nickname for organization responsible for Continuous, Comprehensive, Cooperative planning in urbanized areas with populations of more than 50,000 persons.
RQST	-	Request
R/W	-	Right of Way
TECH ADVSRY CMTE	-	Technical Advisory Committee

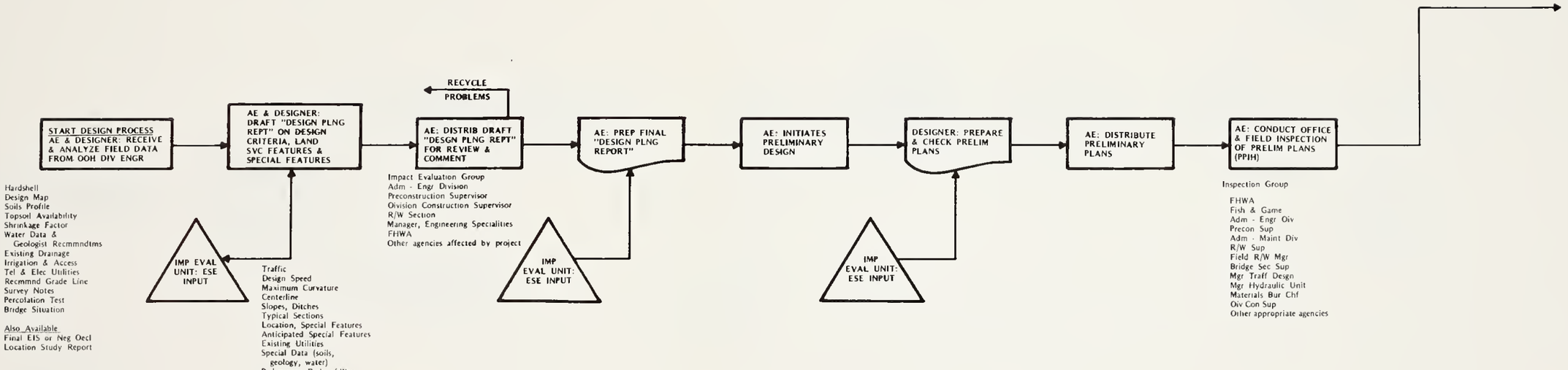
LEGEND

- IMPACT EVALUATION UNIT
- IMPACT EVALUATION GROUP
- DOCUMENT, REPORT
- PUBLIC
- DECISION, APPROVAL

Plate No. 4-5B(4)
June 15, 1973

MONTANA DEPARTMENT OF HIGHWAYS PLANNING AND DESIGN PROCEDURES

Design/Project Development



ABBREVIATIONS

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LEGEND

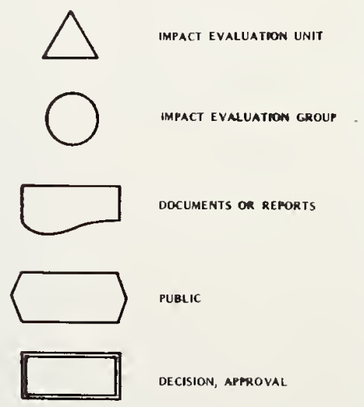

Plate No. 4-5C(1)
June 15, 1973

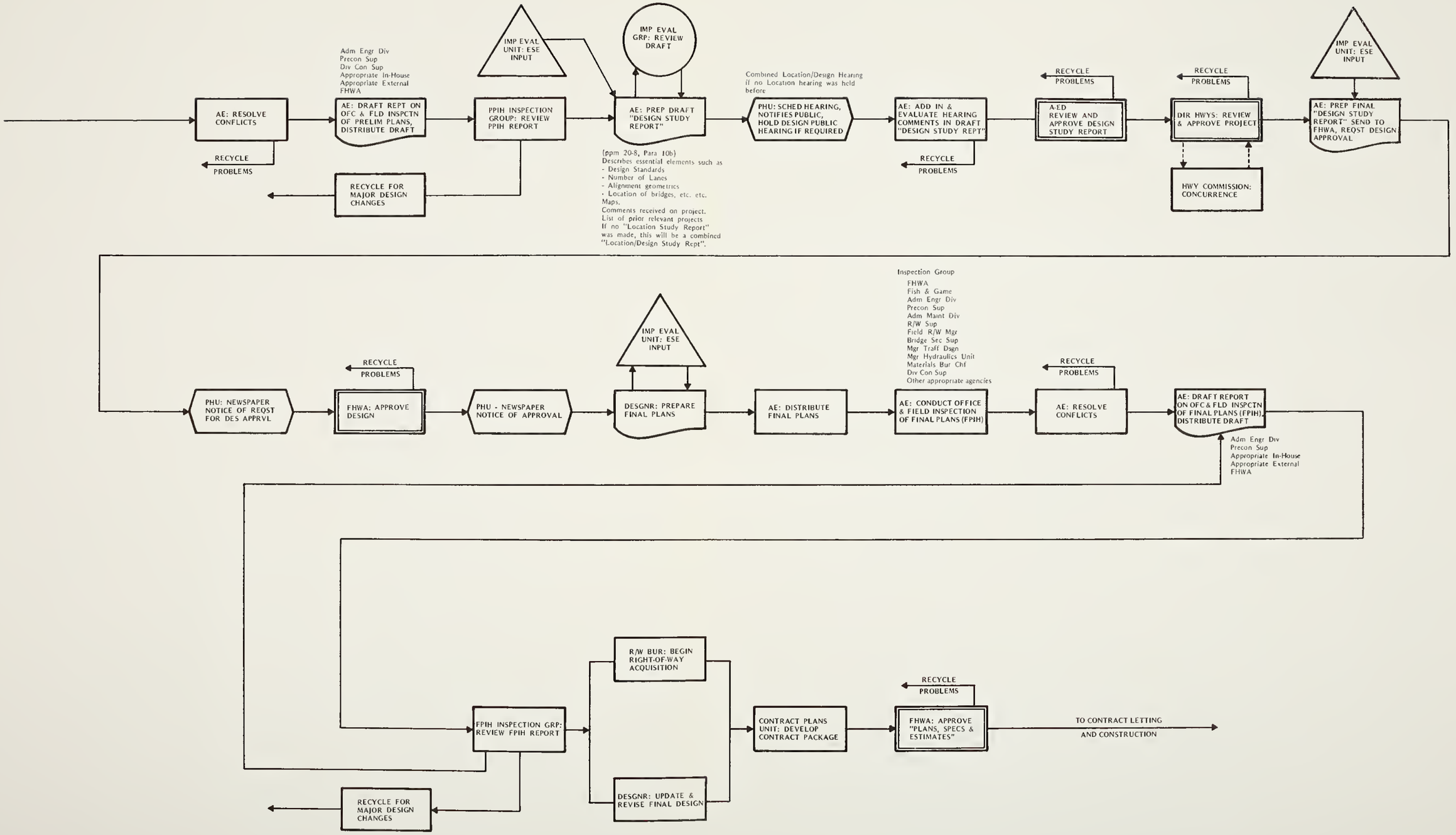
AE: RESOLVE CONFLICTS
RECYCLE PROBLEMS
Adm Engr Div
Precon Sup
Div Con Sup
Appropriate In-House
Appropriate External
FHWA
AE: DRAFT REPT ON OFC & FLD INSPCTN OF PRELIM PLANS, DISTRIBUTE DRAFT
RECYCLE FOR MAJOR DESIGN CHANGES
PPIH INSPECTION GROUP: REVIEW PPIH REPORT
IMP EVAL UNIT: ESE INPUT
IMP EVAL GRP: REVIEW DRAFT
AE: PREP DRAFT "DESIGN STUDY REPORT"
(ppm 20-8, Para 10b)
Describes essential elements such as
- Design Standards
- Number of Lanes
- Alignment geometrics
- Location of bridges, etc. etc.
Maps.
Comments received on project.
List of prior relevant projects
If no "Location Study Report" was made, this will be a combined "Location/Design Study Rept".
Combined Location/Design Hearing if no Location hearing was held before
PHU: SCHED HEARING, NOTIFIES PUBLIC, HOLD DESIGN PUBLIC HEARING IF REQUIRED
AE: ADD IN & EVALUATE HEARING COMMENTS IN DRAFT "DESIGN STUDY REPT"
RECYCLE PROBLEMS
A-ED REVIEW AND APPROVE DESIGN STUDY REPORT
RECYCLE PROBLEMS
DIR HWYS: REVIEW & APPROVE PROJECT
HWY COMMISSION: CONCURRENCE
RECYCLE PROBLEMS
IMP EVAL UNIT: ESE INPUT
AE: PREP FINAL "DESIGN STUDY REPORT" SEND TO FHWA, REQST DESIGN APPROVAL
PHU: NEWSPAPER NOTICE OF REQST FOR DES APPRVL
RECYCLE PROBLEMS
FHWA: APPROVE DESIGN
PHU - NEWSPAPER NOTICE OF APPROVAL
IMP EVAL UNIT: ESE INPUT
DESGNR: PREPARE FINAL PLANS
AE: DISTRIBUTE FINAL PLANS
Inspection Group
FHWA
Fish & Game
Adm Engr Div
Precon Sup
Adm Maint Div
R/W Sup
Field R/W Mgr
Bridge Sec Sup
Mgr Traff Dsgn
Mgr Hydraulics Unit
Materials Bur Chf
Div Con Sup
Other appropriate agencies
AE: CONDUCT OFFICE & FIELD INSPECTION OF FINAL PLANS (FPIH)
RECYCLE PROBLEMS
AE: RESOLVE CONFLICTS
AE: DRAFT REPORT ON OFC & FLD INSPCTN OF FINAL PLANS (FPIH), DISTRIBUTE DRAFT
Adm Engr Div
Precon Sup
Appropriate In-House
Appropriate External
FHWA
FPIH INSPECTION GRP: REVIEW FPIH REPORT
RECYCLE FOR MAJOR DESIGN CHANGES
R/W BUR: BEGIN RIGHT-OF-WAY ACQUISITION
DESGNR: UPDATE & REVISE FINAL DESIGN
CONTRACT PLANS UNIT: DEVELOP CONTRACT PACKAGE
RECYCLE PROBLEMS
FHWA: APPROVE "PLANS, SPECS & ESTIMATES"
TO CONTRACT LETTING AND CONSTRUCTION

Plate No. 4-5C(2)
June 15, 1973

4.5 MONTANA ACTION PLAN PROCEDURES

4.5.1 Process Flow Charts

The preceding process flow charts (Plate Series 4-5A, 4-5B and 4-5C) portray the Montana Department of Highways Planning and Design Procedures and serve as the central focus of the MONTANA ACTION PLAN. Because these process flow charts serve such a vital purpose in the description of action plan procedures, the inclusion of the following brief description of the process flow charts mechanics and the basic rules which govern construction and interpretation seem appropriate:

> "A process is here defined as a means by which personnel, procedures and resources are employed in the accomplishment of specific tasks in the development of highway improvement proposals and projects. Thus, the process flow chart is utilized generally to describe only the procedural aspects of the process. Since a process is really no more than a series of interrelated activities, the process flow chart describes the activities and shows relationships by a block bearing a brief description of the activity and indicating the dependency of one upon another by lines and arrows. A process flow chart description of a process generally proceeds from left to right as will be indicated by arrows."

4.5.2 Project Notification Lists

Even though Project Notification Lists do not come into play until the initiation of Location Studies, they are a very important component of public participation. The lists are designed to complement as well as supplement the "Letter of Intent" (see Appendix).

The public is informed of the Department's intent to proceed with Location Studies and subsequent Design Activities for those projects for which the PR-1 forms have been submitted and approved. This is the initial action in this stage and is accomplished through the use of the "Letter of Intent." This letter not only informs the public of project selection, but also solicits comments and suggestions for alternates. (See definition, Appendix D). Additionally, the Public Hearing Unit will establish a Project Notification List. This List will contain the names of persons, groups and agencies expressing interest in a particular project. The Project

Notification List provides the mechanism for keeping the public informed of the status of a project. Project Notification Lists will be maintained for each project in the system so that those interested in only a particular project will be notified only of that project. Names may be included on any number of Project Notification Lists. The Project Notification List will initially contain those agencies, persons, landowners, civic associations, and interested groups located in the vicinity of the project. The Letter of Intent distribution will be supplemented by notification in local area mass media. This notice will provide project information in sufficient detail so that the public can decide if there is interest in the impact of the proposed project. As interested parties contact the Public Hearing Unit their names will be added to the appropriate Project Notification List. Persons, groups and agencies that had previously expressed an interest in a project during System Planning, will also be added to the list for that project. The Public Hearing Unit will utilize the Project Notification List to keep the public informed of the progress of the project and to solicit further comments from time to time. The Department considers public involvement to include adequate public notification of project status, and data under consideration as well as public input into the system. The Department will continue to utilize the mass media in an attempt to gain public interest, comments, and support of proposed projects.

4.5.3
Introduction: The MONTANA ACTION PLAN Concept

The procedures established for the MONTANA ACTION PLAN are described in Subsections 4.5.4, 4.5.5 and 4.5.6. These descriptions highlight those actions covering the compilation, review and evaluation of impact data, and the involvement of the public in the highway planning and design process.

The economic, social and environmental data required for the conduct of a highway improvement planning or design study or to test the validity of a specific improvement proposal or project are developed through an iterative process...in each cycle data is developed in greater detail, building on information already collected. Studies are developed in an interdisciplinary atmosphere with persons of differing expertise working together as a team to complete planning and location studies or design activities. The MONTANA ACTION PLAN procedures, or impact evaluation process thus described looks to three "levels" of impact evaluation: The Unit (the in-house specialists); the Team (a task force of the disciplines gathered for

assessing a particular planning or design activity); and the Group (a permanent body of multidisciplined representatives from other agencies providing some assurance of a full and adequate identification consideration of the economic, social and environmental effects of a proposed highway improvement).

At any decision point in the process, a proposal or project can be referred back to an appropriate point in the process. Any such referral could result from the discovery of information sufficiently different in scope to invalidate a prior decision, or by the passage of time in which there is an indication of change in the direction of public needs or desires.

The action plan concept establishes a cooperative dialogue between State departments...reinforcing the Department's desire for "every man" involvement in the highway improvement planning and design process.

There are three major divisions or stages in the documented procedures--System Planning, Location Studies, Design Activities--with each stage divided into appropriate phases. Each stage and its phases are discussed in the subsections which follow. The discussions stress efforts made to involve the public and other agencies; to identify and consider economic, social and environmental effects; to identify and consider alternatives; to assure a systematic, interdisciplinary approach by utilizing the impact evaluation organization; and to refer decisions for reconsideration. In following the dialogue making up the descriptive subsections (Subsections 4.5.4, 4.5.5 and 4.5.6), it is assumed the reader is making reference to the process flow charts previously indicated as Plate Series 4-5A, 4-5B and 4-5C.

4.5.4
System Planning

System Planning is generally defined as the analysis of regional transportation needs resulting in the identification of transportation modes and corridors. It is a constant ongoing process involving many segments of the Department of Highways, Other Agencies (local, state and Federal), and the public. It is the basis for planning the general intent of the highway construction program.

Specifically, System Planning covers the activity span from the initial identification of need to the approval of the PR-1 by FHWA.

Notification List provides the mechanism for keeping the public informed of the status of a project. Project Notification Lists will be maintained for each project in the system so that those interested in only a particular project will be notified only of that project. Names may be included on any number of Project Notification Lists. The Project Notification List will initially contain those agencies, persons, landowners, civic associations, and interested groups located in the vicinity of the project. The Letter of Intent distribution will be supplemented by notification in local area mass media. This notice will provide project information in sufficient detail so that the public can decide if there is interest in the impact of the proposed project. As interested parties contact the Public Hearing Unit their names will be added to the appropriate Project Notification List. Persons, groups and agencies that had previously expressed an interest in a project during System Planning, will also be added to the list for that project. The Public Hearing Unit will utilize the Project Notification List to keep the public informed of the progress of the project and to solicit further comments from time to time. The Department considers public involvement to include adequate public notification of project status, and data under consideration as well as public input into the system. The Department will continue to utilize the mass media in an attempt to gain public interest, comments, and support of proposed projects.

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Specifically, System Planning covers the activity span from the initial identification of need to the approval of the PR-1 by FHWA.

Functionally, for Montana, System Planning falls into three categories corresponding to responsibility for selecting highway improvement proposals for advancement to project status and inclusion in the State highway program. These include system planning within urbanized areas with population exceeding 20,000; system planning for the State primary highways; and planning for county secondary highways for each of the State's 56 counties.

In the first category system planning essentially is a joint effort among local governments and the Department. The Department's Planning and Research Bureau and the Impact Evaluation Unit play major roles in the initial stages of planning. For the State primary system, the planning functions fall within the Department. Again, the Planning and Research Bureau and the Unit have major roles. On the other hand, the prime responsibility for shaping the county secondary systems falls to the individual county governments. While the resources of the Department are available to the individual county governments, the Department's role is basically suggestive unless defin te technical input is requested.

Existing highway systems and suggestions for improvement (from local officials, the Department's other agencies, the public) are important considerations in System Planning. However, a very basic input into the planning process is a technical one. This technical input is the studies completed by the Department through its Planning and Research Bureau. The Bureau is responsible for the substantial amount of the data collection, inventory efforts, mapping, as well as the distribution of the developed material that goes into the system planning effort. Additionally, the Bureau provides documentary input relating to

. . . the National Transportation Planning Study

. . . the Highway Functional Classification and Needs Study

. . . Safety Study

. . . Traffic Study

. . . Transit Study (except for County Secondary Systems)

. . . Sufficiency Rating

. . . any Special Studies.

A common reference document will be the adopted comprehensive plan for the pertinent locality.

There are currently two urbanized areas in Montana--Billings and Great Falls--where System Planning is carried out through the continuing-cooperative-comprehensive (3-C) planning process. This planning process stems from the 1962 Federal-Aid Highway Act which required a continuing, cooperative and comprehensive transportation planning process. Transportation plans were developed for the two urbanized areas, utilizing consultants to complete the actual work. From this a major street plan was selected on the basis of suitability for the safe and efficient accommodation of the traffic anticipated 20 years in the future. The result was a recommended major street plan for each of the urbanized areas subsequently integrated into the comprehensive general plans for the locality. The adopted plans and the data collected and developed in its preparation, forms the basis for a continuing planning process.

For both urbanized areas, the organizational structures responsible for the 3-C planning process are identical. The organizations include: a policy coordinating committee made up of the chief executive of both the city and county, the president of the joint planning board, and the administrator of the Department of Highways Engineering Division; a technical advisory committee composed of technical persons from city and county governments and the Department of Highways; and a citizens' advisory committee with membership representing a cross section of the area's economic and social classes. The Federal Highway Administration is represented on both the policy and technical committees.

The Department's Planning and Research Bureau provides technical assistance to the study staff. The general planning process for both 3-C programs is identical.

The adopted transportation plan is subjected to routine review annually, using the basic data collected in the process of developing the plan. The review process, while involved with keeping data on land use, population, economic factors and information of system characteristics current, is concerned principally with measurement of change as an indication of the need for major reviews and plan reevaluation.

Unless changing conditions dictate a more frequent review, a major review is undertaken at five-year intervals. This review includes an extension of the forecast period for the study area, a review and revision of the major street plan, and if necessary, a revision of the long-range plan of improvements.

At ten-year intervals a plan reevaluation is undertaken unless a more frequent interval is necessary. This reevaluation includes not only all of the elements of a major review, but also includes a reconsideration of planning goals and objectives and an evaluation and updating of the technical procedures utilized in the planning process.

Information and data for all system reviews are submitted through the technical committee and prepared for review by the study staff assisted, where necessary, by the various agencies represented on the technical committee. Subsequent recommendations for system additions, deletions or modifications are reviewed by committees and local governing bodies as a step in the process of developing formal recommendations for the adoption of a revised plan, and the selection of projects to be included in State highway programs. However, the approval of long and short range implementation programs are the responsibility of the Policy Committees.

Citizen advisory groups and the Impact Evaluation Group provide both a review and an input function, i.e., recommend alternate network configurations which can be studied and result in a recommendation, comprising the best features of a group of alternatives. Citizens may also participate directly by attending the technical committee meetings which are always open to the public.

The specific methods by which this process is governed are detailed in the appropriate Operations Plan. Specific questions regarding various aspects of the 3-C process may be directed to:

Montana Department of Highways
Chief, Planning & Research Bureau
Hustad Center
Helena, Montana 59601

Billings City-County Planning Board
Room 303
County Courthouse
Billings, Montana 59101

Great Falls City-County Planning Board
Civic Center Building
Great Falls, Montana 59401

The 3-C planning process will be extended to other urban areas within the State as the eligible city and county governing bodies jointly elect to participate. The municipalities of Butte, Helena and Missoula are eligible for the program. The process should be operable in Missoula by

November 1, 1973.

Of the three functional areas within System Planning, the 3-C process as the intended process for all urbanized areas and urban areas of over 20,000 population is the more formal process. The System Planning for the State primary system is a less formal, but a more compact operation due to the virtually in-house (within the Department) procedure. The county secondary planning procedure, by its nature, is very informal. However, as the requirement for impact evaluation becomes more obvious, the procedures will, by necessity, become more formal.

Within the span of activity encompassed by System Planning, there are three phases of sub-activity covering

. . . System Studies

. . . Project Selection

. . . Project Formulation.

Each of the first two phases is divided into paths to be taken, based on given situations.

(a) Systems Studies Phase (Plate 4-5A(1))

Within systems studies, there are three separate paths which can be followed, including

. . . one for urbanized areas of more than 20,000 population, including 3-C areas

. . . one for urban areas of less than 20,000 population and rural areas for the development of a Statewide primary road system (including Forest Highways)

. . . one for county secondary systems.

These paths will be referred to and described in terms of

. . . (1) Urban Highway Systems

. . . (2) Statewide Primary System

. . . (3) County Secondary Systems.

The primary goal of any effort along a path is the formulation of a long range transportation plan for designated urban areas, the State, and individual counties, as appropriate...a plan which takes into consideration the public

transportation needs and the economic, social and environmental effects of alternative courses of action for meeting those needs.

(1) Urban Highway Systems. Urban highway systems planning is the process of coordinating all planning in the State's municipalities with a population exceeding 20,000, to assure compatibility with the needs, goals and desires of the public. The process looks to a continuing appraisal of needs, is developed as a cooperative effort among local governments (generally municipalities and the county) and the Department, and results in a plan for transportation adopted as part of the comprehensive plan for the overall community. While this continuing-cooperative-comprehensive planning effort is a Federal requirement for urbanized areas, the Department has established the same systems studies procedures for communities with a population exceeding 20,000.

During urban highway systems planning satisfactory impact evaluation is a required input. However, the impact evaluation activities (data collection and studies) are not necessarily conducted by Department staff. Local agencies have the responsibility for either completing impact evaluation activities or requesting the services of the Department's Impact Evaluation Unit and the selection of an appropriate Impact Evaluation Team for the conduct of the necessary impact evaluation activities. Regardless of how impact evaluation activities are carried out, the results will be subject to review by the Impact Evaluation Group (through the Department's Planning and Research Bureau) early in the planning effort. At a later step in the planning effort, the Impact Evaluation Unit will review recommendations for system changes. The review will be for the purpose of determining the validity of previous impact evaluation activities and to recommend additional activity, when appropriate.

Where local planning staff is available, it is appropriate that that staff conduct the requisite impact evaluations because these evaluations can serve as one of the steps in its test of plan validity for the comprehensive planning effort underway.

For urban highway systems planning, the procedures established for the Systems Studies phase are outlined below.

SYSTEMS STUDIES PROCEDURES
Urban Highway Systems Planning

A. Identification of Transportation Needs

Systems studies for urban highway systems planning begins with the existing urban highway system and its adequacy as a step in the process of identifying urban transportation needs. A basic identification could be that changed conditions are of such magnitude that revision of the transportation element is necessary. Following this initial identification, and under direction of the Technical Committee

. . . the city-county planning board conducts studies as required

. . . transportation suggestions are solicited from the public and other agencies

. . . DOH Planning and Research Bureau (with Impact Evaluation Unit) makes appropriate studies.

B. Review and Analysis of Data

Input at this point is the review and analysis of data by the study staff (State and local participants). Should the study staff find a need for additional data, data needs will be referred back to the appropriate data supplier (recycle process).

C. Prepare Transportation Element

Once the review and analysis is complete, the study staff will prepare the transportation element as an input into the local comprehensive planning effort. As the plan preparation element develops

. . . DOH Planning and Research Bureau will review planning efforts in concert with the Impact Evaluation Group, as a check on planning effort adequacy and the selection of alternative courses of action (Impact Evaluation Unit may provide input)

. . . the study staff will be conducting impact evaluation studies on the economic, social and environmental effects of proposals and alternative courses of action, including a no-project alternative.

The overall effort functions as part of an iterative process of plan development. Once the process is complete,

the transportation element is then subject to adoptive action.

D. Adoption of Transportation Element

Adoptive action includes activities by

. . . Policy Coordinating Committee (reviews and, in the absence of need to recycle problems, approves)

. . . City-County Planning Board (schedules and holds public hearing on comprehensive plan)

. . . City-County Planning Board (in absence of need to recycle problems, adopts comprehensive plan)

. . . Department of Highways, the municipal governing body, and the County governing body (in absence of need to recycle problems, adopts comprehensive plan).

E. Updating Transportation Element

Once the comprehensive plan is adopted, all elements and particularly the transportation element are subject to updating procedures. The updating efforts for the transportation element evolves from the process where

. . . the public, other agencies, citizens advisory groups, and the local planning agency develops suggestions for updating

. . . the study staff reviews, analyzes, updates data and makes recommendations to the Policy Coordinating Committee for updating

. . . the Policy Coordinating Committee determines need for updating and, upon determination of need, refers the transportation element back through the process for the purpose of producing an updated transportation element.

F. Review Proposed System Changes

Proposed system changes may develop from transportation element of the adopted comprehensive plan. These are subject to review and approval in the interest of producing a highway system plan for the urban area. Review action includes activities by

. . . Impact Evaluation Unit (reviews proposal system changes particularly as to the adequacy of impact evaluation activities)

. . . DOH Planning and Research Bureau (reviews proposed systems changes for purpose of making recommendations to the Administrator-Engineering Division)

. . . Administrator-Engineering Division (reviews proposed system changes for the purpose of advising the Director of Highways--Administrator can recycle problems)

. . . Director of Highways (reviews and, in absence of need to recycle problems has authority to modify or reject, approves system changes and forwards to Highway Commission for concurrence)

. . . Highway Commission (requests from FHWA system additions and/or deletions)

. . . FHWA (reviews and, in absence of need to recycle problems, approves system changes).

The plan passes on to the Project Selection Phase (Subsection 4.5.4(b)).

(2) Statewide Primary System. Statewide primary system planning is the process of developing a Statewide primary road system for the nonurbanized areas (including municipalities having less than 20,000 population) of the State. Statewide primary system planning is a continuing process and plans are updated periodically. By statute, the Department also is responsible for developing "Forest Highway" proposals through the Project Selection Phase. The method for handling is similar to those described below for Primary System Planning.

Impact evaluation is the direct responsibility of the Department of Highways. This evaluation will be undertaken in concert with the local planning agency (where such exists) and the Division Construction Supervisor.

For Statewide primary systems planning, the procedures established for the System Studies are outlined below.

SYSTEMS STUDIES PROCEDURES
Statewide Primary System Planning

A. Identification of Primary Highway Needs

The existing primary highway system is the basic reference

point in developing recommendations for system changes (i.e., deletions and/or additions). Suggestions for changes come from the public, other agencies, local governing bodies, and from within the Department of Highways (based on technical studies completed by and for the Department). The Impact Evaluation Unit will initiate the identification of economic, social and environmental impacts of suggested system changes.

B. Review of Suggestions

Suggestions for changes in the Statewide Primary Highway System are reviewed by the local planning agency (when such exists) and the Division Construction Supervisor and recommendations for changes in the system are developed. The recommendation for changes are forwarded to the Department's Planning and Research Bureau as the starting point in the Review of System Changes.

C. Review of System Changes

Recommendations on System Changes forwarded by the Division Construction Supervisor are subject to review in the interest of producing primary highway system proposals. Review activities include activities of

. . . DOH Planning and Research Bureau (reviews recommended system changes in concert with the Impact Evaluation Unit and the Impact Evaluation Group, and forwards recommendations to the Administrator-Engineering Division)

. . . Administrator-Engineering Division (reviews recommendations on selected system changes and, in the absence of need to recycle problems, forwards recommendations to the Director of Highways)

. . . Director of Highways (reviews, and in absence of need to recycle problems has authority to modify or reject, approves system changes and forwards to Highway Commission for concurrence)

. . . Highway Commission (requests from FHWA system additions and or deletions)

. . . FHWA (reviews and, in the absence of need to recycle problems, approves system changes.

The planning effort passes on to the Project Selection Phase (Subsection 4.5.4(b)).

(3) County Secondary Highway Systems. Secondary highway systems planning is basically the responsibility of the Board of County Commissioners for each of the State's 56 counties. The county secondary highway systems plans are developed in response to local desires and results in the identification of those secondary roads which should be improved in the more immediate future. The identification of economic, social and environmental effects can be data input from local sources. However, because the possible failure to properly conduct impact evaluation activities and to adequately involve the public in planning activities will be the basis for rejection of proposals in later stages, the Department's Impact Evaluation Unit will work closely with county officials.

For the Secondary Highway Systems planning, the procedures established for the systems studies phase are outlined below.

SYSTEMS STUDIES PROCEDURES
Secondary Highway Systems Planning

A. Identification of Secondary Highway Needs

The secondary highway system in each county is the basic reference point in developing recommendations for system changes (i.e., additions and/or deletions). Suggestions for changes come from the public, municipalities, other agencies, from within the Department of Highways (based on technical studies completed by and for the Department), and (where such exists) the local planning agency. Recommendations from within the Department of Highways are developed in concert with the Impact Evaluation Unit (proposals are subjected to impact evaluation concerning the economic, social and environmental effects of each proposal and selected alternative courses of action, including the no-project alternatives).

B. Review of Suggestions

The Board of County Commissioners reviews suggested system changes in the county secondary system. The Board can accept, modify or reject suggestions. Accepted changes are forwarded to the Department of Highways as Recommended Secondary Systems changes (additions, deletions and/or modifications).

C. Review of Secondary System Changes

Review of secondary highway system changes for a county are reviewed by

. . . DOH Manager - Secondary Urban Unit (reviews, in concert with the Impact Evaluation Unit and the Impact Evaluation Group, recommended secondary highway system changes and advises Administration-Engineering Division)

. . . Administrator-Engineering Division (reviews and, in absence of need to recycle problems, forwards to Director of Highways)

. . . Director of Highways (reviews and, in the absence of need to recycle problems, approves, modifies or rejects and forwards recommended secondary highway system changes to Highway Commission)

. . . Highway Commission for concurrence (requests from FHWA secondary highway system additions and/or deletions)

. . . FHWA (reviews and, in the absence of need to recycle problems, approves secondary highway system changes).

The planning effort passes on to the Project Selection Phase (Subsection 4.5.4(b)).

(b) Projects Selections Phase (Plate No. 4-5A(2))

In the Projects Selection Phase, proposals for highway improvements which have evolved into projects are assigned, on a local basis, priorities for consideration as part of the future construction program. The Project Selection Phase includes separate paths to be followed corresponding to

. . . urban highway systems for the urban areas over 20,000 population

. . . Statewide primary highway systems - urban

. . . Statewide primary highway systems - rural

. . . county secondary highway systems.

These paths will be referred to and described in terms of

. . . (1) Urban Area Highways

. . . (2) Urban Primary Highways

. . . (3) Rural Primary Highways

. . . (4) Secondary Highways.

The basic difference in four paths to be followed relate to the responsibility for establishing and approving project selection.

Impact evaluation activities during the Project Selection phase are limited. This activity is generally held to the task of reviewing the adequacy of past efforts.

Once projects are selected and local priorities established, the process passes to the Project Formulation phase.

(1) Urban Area Highways. Project selection for urban highways is subject to the area transportation study (3-C) process. The selection process begins with project suggestions, with the approved Urban Highway System as the basic reference point. Local governing bodies have the responsibility for approving project selections.

For urban area highways, the procedures established for the Project Selection phase are outlined below.

PROJECT SELECTION PHASE
Urban Area Highways

A. Project Suggestions Input

Project suggestions come from

. . . the public

. . . other public agencies

. . . citizens advisory committee

. . . city-county planning board

. . . Department of Highways.

The DOH Planning and Research Bureau and the Impact Evaluation Unit provide impact evaluation data.

B. Establish Project Selections

Following system studies undertaken by the study staff, the Technical Advisory Committee reviews project suggestions, analyzes data and establishes project selections. Following the establishment of project selections, the Technical Advisory Committee then drafts a report on Project Selections.

C. Project Selection Approvals

Approval actions include activities by

. . . Policy Coordinating Committee (reviews report on established Project Selections and, in absence of need to recycle problems, approves Project Selection and drafts list of Recommended Project Selections)

. . . City Council and Board of County Commissioners (reviews and, in the absence of need to recycle problems, approves Project Selections).

Once the Project Selection activities are completed, the process passes to the Project Formulation Phase (Subsection 4.5.4(c)).

(2) Urban Primary Highways. Project selection for urban primary highways is not subject to the area transportation study (3-C) process, since the concern is for rural areas and municipalities having less than 20,000 population. Again, the selection process begins with project suggestions. The approved Primary Highway System is the basic reference point. The selection process rests with the municipal governing body.

For urban primary highways, the procedures established for the Project Selection Phase are outlined below.

PROJECT SELECTION PHASE
Urban Primary Highways

A. Project Suggestions Input

The basic inputs are project suggestions by the Department, the public and other agencies and the city-county planning board. The DOH Planning and Research Bureau, the city-county planning board and the DOH Impact Evaluation Unit provide appropriate data.

B. Establish Project Selections

Local public authority reviews and analyzes data, establishes project selection and drafts a report on project selection.

C. Project Selection Reviews

The City Council reviews report on project selection and, in the absence of need to recycle problems, suggests project selections and prepares appropriate report. Once the

Project Selection activities are complete, the process passes to the Project Formulation Phase (Subsection 4.5.3(c)).

(3) Rural Primary Highways. The process of project selection for rural primary highways is, for the most part a Department of Highways operation. The approved Primary Highway System is the basic reference point.

For Rural Primary Highways, the procedures established for the Project Selection Phase are outlined below.

PROJECT SELECTION PHASE
Rural Primary Highways

A. Project Suggestion Input

Suggestions for projects to be considered for the establishment of priorities are received from the public, other agencies and the Department. DOH Planning and Research Bureau and Preconstruction Section produce reports and conduct studies for data input into the Project Selection Phase.

B. Establish Project Selections

Division Construction Supervisor and Administrator-Engineering Division have the responsibility for reviewing project suggestions, receiving data on economic, social and environmental effects from the Impact Evaluation Unit, and, in the absence of need to recycle problems, establishing Project Selections.

The process then passes to the Project Formulation Phase (Subsection 4.5.4(c)).

(4) Secondary Highways. The process of selection for secondary highways is, for the most part, the responsibility of the local Board of County Commissioners. The basic procedures are outlined below.

PROJECT SELECTION PHASE
Secondary Highways

A. Project Suggestion Input

Project suggestions are received from the public and other agencies, county commissioners and the Department of Highways.

B. Data Input

Through the conduct of studies and the production of reports, the DOH Planning and Research Bureau provides county commissioners with requisite data. The Planning and Research Bureau also coordinates the efforts of the Impact Evaluation Unit in the development of impact evaluation data.

C. Project Selection Review

The local Board of County Commissioners reviews data and, in the absence of need to recycle problems, develops a report on Suggested Project Selections.

D. Feasibility Review

The county Project Selection suggestions are forwarded to the DOH Secondary-Urban Unit Manager where the Project Selections are reviewed for feasibility. At this point suggestions may be referred back to the local Board if the Secondary-Urban Unit Manager is not satisfied with support documentation.

The process passes on to the Project Formulation Phase (Subsection 4.5.4(c)).

(c) Project Formulation Phase (Plate 4-5A(2))

This is the Coordinating phase between basic system planning studies and project development. It begins with project selections and ends with FHWA approval of the PR-1 request. Any section of highway, if it is to pass beyond the stage of a Project Selection, must be evaluated and fitted into an approved highway program. Thus, project formulation is an evaluation process leading to project implementation.

Program inputs come from urban highway systems proposals, the Statewide primary systems proposals, and county secondary systems proposals. Following these inputs, fiscal controls are established which place constraints on completing all desired highway improvements. Proposals from the various systems are compiled and evaluated, resulting in the designation of a program of needed highway improvements, developable within the limits of the fiscal resources available to the Department.

The Project Formulation Phase utilizes the same procedure for all types of projects and this is the point in the action plan process where, for the first time, Project Selections come under the complete purview of the Department

of Highways headquarters. This is also the phase where Impact Evaluation Notebooks (see Section 4.4) are initiated for project proposals. The Impact Evaluation Unit and Impact Evaluation Group both review data forwarded in support of Project Selection for the purpose of assessing the adequacy of the consideration of economic, social and environmental effects. Where documentation is assessed as inadequate, additional information in support of project selection will be requested from the submitting authority.

An important document derived from the Project Formulation Phase is the "Tentative Construction Program". This public document, developed by the DOH Project Control Unit is published annually for the benefit of Departmental personnel, local, State and Federal planning authorities, and the public. It lists those highway improvements tentatively programmed for each fiscal year of a certain future period. This schedule of highway improvements is very tentative due to the uncertainty of what the future availability of State funds and Federal appropriations will be. While the "Tentative Construction Program" represents a highway improvement goal toward which the Department is striving, it is not a definite commitment or promise of construction priority of any particular highway improvement. It is the result of careful analysis of Statewide public needs, balancing of priorities, and anticipated available resources. The document was formerly referred to as the "Five Year Construction Program"...it may now, or in the future, cover fewer or more than that number of years. As an example, the "Tentative Construction Program" time span at the time the MONTANA ACTION PLAN was developed covered the six fiscal years from 1973 through 1978.

The established schedule for Project Formulation activities is outlined below.

PROJECT FORMULATION
Highway Improvement Proposals

A. Impact Evaluation Review

Impact Evaluation Unit reviews Project Selections and Supporting documentation for purpose of assessing adequacy of impact evaluation activities during the System Studies and Project Selection phases, and to determine the adequacy of supporting documentation for use in initiating the Impact Evaluation Notebook for projects emanating from Project Selection. In the absence of need to recycle problems, the Unit forwards Project Selections to the Administrator-Engineering Division.

B. Feasibility Review

Administrator-Engineering Division reviews Project Selections for feasibility and, in the absence of need to recycle problems, forwards documentation on feasible projects to the Manager-Project Control.

C. Funding Analysis

Manager-Project Control completes funding analysis for Project Selections and, in the absence of need to recycle problems, forwards to Administrator-Engineering Division for preparation of "Tentative Construction Program."

D. Tentative Construction Program

1. Administrator-Engineering Division reviews Projects Selections and funding analysis and recommends "Tentative Construction Program."

2. Impact Evaluation Group reviews "Tentative Construction Program" in an interactive process involving the Administrator-Engineering Division.

3. Tentative Construction Program forward to Director of Highways.

E. Approval Action

1. In concert, the Director of Highways reviews, and in the absence of need to recycle problems, approves and the Highway Commission concurs in the "Tentative Construction Program."

2. Project Control Manager sends "Project Notification and Review" statement to A-95 Clearinghouse and requests A-95 clearance.

3. Upon receipt of Clearinghouse approval, the Manager-Project Control, with assistance from Impact Evaluation Unit, prepares PR-1 Form for preliminary engineering and requests approval from F.H.W.A.

4. F.H.W.A. reviews and, in the absence of need to recycle problems, approves PR-1.

With the approval of PR-1 by F.H.W.A., a proposed highway improvement project moves from System Planning to the Location Studies stage of plan development.

4.5.5
Location Studies (Plate Series 4-5B)

Location Studies refer to those actions and considerations in the highway planning and design process which follow System Planning and lead to Design Activities. Location

Studies end with FHWA approval of the selected location.

Location Studies, as carried out by the Department, go through an iterative process. The studies consider possible corridors and locational alternatives. The result is a refinement of possible locations and the selection of a specific highway alignment.

Location Studies are the responsibility of the Preconstruction Section. Other bureaus, sections and units contribute, as appropriate.

The initial activities during Location Studies are the issuance of the "Letter of Intent" and the initiation of the Project Notification List (see Subsection 4.5.2).

During the Location Studies Stage, projects will be developed to the point that detailed design work may begin. Location Studies provide for the identification of viable alternative locations for a project with adequate development and consideration of the economic, social and environmental effects of the alternatives. The public is kept informed of project development and progress throughout the process. To permit additional data input into the process prior to selection of a preferred alternative location, a public hearing is held. Throughout the Location Studies stage--indeed, throughout the remainder of the planning and design process--documentation is being accumulated in the Impact Evaluation Notebook. The basis for past decisions is always available for reconsideration. To accomplish these tasks, the Location Studies stage is segmented into three general areas, including

. . . (1) alternative identification and accumulation of economic, social and environmental data (Preliminary Phase)

. . . (2) preparation of Location Study Report (Report Phase)

. . . (3) location approval (Approval Phase).

(a) Alternative Identification and Impact Data Accumulations (Plates 4-5B(1) and 4-5B(2))

This phase of Location Studies begins upon the receipt of approval of the PR-1 Form from FHWA which authorizes funding of location studies, including the cost of impact evaluation activities. It terminates with the Area Engineer's decision on whether to proceed with the preparation of an Environmental Impact Statement or make a Negative Declaration.

The established schedule for this initial phase is outlined below.

LOCATION STUDIES PRELIMINARY PHASE
Highway Improvement Projects

A. Notification Activities

1. The Area Engineer, distributes "Letter of Intent" to addresses on Project Notification List.

B. Begin Location Studies

1. Area Engineer establishes criteria from data forwarded from System Planning, selects alternative locations to be studied and reviews on ground.

2. In an interactive effort with the Area Engineer, the Impact Evaluation Group reviews selected alternatives.

3. Following selection of alternatives

. . . the Area Engineer advises Project Notification List addressees of alternatives being considered.

. . . the Preconstruction Supervisor selects Impact Evaluation Team

4. Impact Evaluation Unit requests economic, social and environmental data and begins and completes data collection as indicated on Plate 4-5B(1). Concurrently, the Area Engineer is receiving comments on selected alternatives from the public, other agencies and interested groups.

5. When the impact evaluation data collection is complete (and comments on alternative selections received), the Impact Evaluation Team makes impact evaluation studies on all alternatives, including the no-project alternative, and forwards developed studies to the Area Engineer.

6. Area Engineer receives and reviews impact evaluation data and makes decision regarding direction for the Report Phase, i.e., prepares Environmental Impact Statement or makes a Negative Declaration.

(b) Preparation of Location Study Report

This Report Phase follows one of two paths dependent on the Area Engineer's decision to either prepare an Environmental Impact Statement or make a Negative Declaration. The established procedures for Report Phase activities are outlined below.

LOCATION STUDIES REPORT PHASE
Negative Declaration

A. Prepare Negative Declaration

1. Area Engineer, with input from the Impact Evaluation Unit, prepares Draft Negative Declaration and forwards to Preconstruction Supervisor.

B. Review and Adoption

1. The Right-of-way Section reviews and comments on the Draft Negative Declaration after which the Preconstruction Supervisor reviews comments, then prepares and signs Negative Declaration, forwarding to FHWA for concurrence.

2. In the absence of need to recycle problems, FHWA can act to concur, or not to concur in the Negative Declaration. Where FHWA does concur, the process proceeds to C.1. below. In the case of non-currence, the process follows the Environmental Impact Statement (EIS) path described below.

C. Hearing Decision

Upon concurrence of the FHWA in a Negative Declaration, the Area Engineer decides for either separate Location and Design Hearings or a combined Location/Design Hearing. For separate hearings the procedure continues with Item D. below. However, if a combined Location/Design Hearing is to be held, then

1. The Area Engineer requests from FHWA approval to proceed with field survey and preliminary design on preferred alternate, with the understanding that a combined Location/Design Hearing will be held.

2. Concurrently, the Area Engineer will distribute the Negative Declaration.

Upon approval of request, the project activities proceed to the point where the Area Engineer authorizes field survey (Subsection 4.5.5(c) - Item A.5., LOCATION STUDIES APPROVAL PHASE).

D. Location Study Report

1. Area Engineer prepares Draft "Location Study Report" and distributes Negative Declaration (see Plate 4-5B(2) & (3) for distribution list).

E. Approval Activities

1. Public Hearing Unit schedules, gives notice and conducts location public hearing.

2. Area Engineer, following the public hearing, with input from the Impact Evaluation Unit, reviews Negative Declaration, draft "Location Study Report", and public hearing comments.

3. Area Engineer recommends preferred location and sends project documentation to Preconstruction Supervisor for transmittal to the Administrator-Engineering Division.

4. Administrator-Engineering Division reviews project documentation and, in the absence of need to recycle problems, forwards to the Director of Highways for action.

5. Director of Highways reviews project documentation and, in the absence of need to recycle problems, approves (with concurrence of the Highway Commission) the location.

LOCATION STUDIES REPORT PHASE
Environmental Impact Statement

A. Prepare EIS

1. Area Engineer, with the assistance of the Impact Evaluation Unit prepares Draft Environmental Impact Statement (or EIS/4(f)) and the draft "Location Study Report."

2. Legal Division reviews draft EIS and forwards comments to the Area Engineer.

3. Area Engineer receives comments but does not complete revision until review by Impact Evaluation Group.

4. Impact Evaluation Group reviews both the draft EIS and the draft "Location Study Report" and forwards comments to the Area Engineer.

5. Area Engineer completes draft EIS revision and forwards to Administrator-Engineering Division.

6. Area Engineer also revises draft "Location Study Report" which is to be available for public hearing.

7. Administrator-Engineering Divison reviews EIS and, in absence of the need to recycle problems, comments or signs and forwards to FHWA.

8. FHWA reviews draft EIS and, in the absence of need to recycle, adopts draft EIS.

9. Area Engineer, following FHWA adoption, distributes draft EIS to Project Notification List prior to Public Hearing.

B. Location Approval by Department

1. Public Hearing Unit schedules, gives appropriate notice, and conducts public hearing.

2. Area Engineer, with the assistance of the Impact Evaluation Unit (provides economic, social and environmental input), assembles and reviews all draft EIS, draft "Location Study Reports" and public hearing comments.

3. Impact Evaluation Group reviews assembled package (B.2., above) and returns comments to Area Engineer.

4. Area Engineer, after review of all project documentation, including impact evaluation data and Group comments recommends preferred location to Administrator-Engineering Division.

5. Administrator-Engineering Division reviews project and, in the absence of need to recycle problems, forwards to Director of Highways.

6. Director of Highways reviews project and, in the absence of need to recycle problems, approves location (with concurrence of the Highway Commission) and returns to Area Engineer.

C. Final EIS

1. Area Engineer prepares Final Environmental Impact Statement (or EIS/4(f)), with economic, social and environmental input from the Impact Evaluation Unit and review by the Impact Evaluation Group.

2. Legal Division reviews Final EIS and, in the absence of need to recycle problems, forwards to Preconstruction Supervisor.

3. Preconstruction Supervisor reviews Final EIS and, in the absence of need to recycle problems, forwards to Administrator-Engineering Division.

4. Administrator-Engineering Division reviews and, in the absence of need to recycle problems, approves Final EIS/EIS-4(f).

5. Area Engineer distributes Final EIS/EIS-4(f) (see Plate 4-5B(4) for distribution list).

6. Area Engineer receives notice from FHWA that Final EIS/EIS4(f) sent to Federal Council on Environmental Quality.

(c) Request for Location Approval

The Location Approval phase is the point in the highway planning and design process where information on the location (highway alignment) approved by the Department is distributed to the public and subsequently submitted to the Federal Highway Administration for its approval.

During location approval, by law, the Department must have approval from local authorities if the proposed highway project will bypass any incorporated city. This is for a non-existing bypass road proposal.

The established procedures for the Approval Phase are outlined below.

LOCATION STUDIES APPROVAL PHASE
Highway Improvement Projects

A. Location Approval

1. Area Engineer requests location approval from FHWA.

2. Public Hearing Unit places newspaper notice of request for Location Approval, stating the location

for the project has been approved by the Department and is being submitted to the Federal Highway Administration for approval (information on the location approval by the Department will be distributed to Project Notification List addressees).

3. FHWA, in absence of need to recycle problems, gives location approval.

4. Public Hearing Unit places newspaper notice to the effect that location has been approved (subsequent notice informing the public of location acceptance by the Federal Highway Administration).

5. Area Engineer authorizes field survey of approved alternative.

The project will then enter the Design Activities process.

4.5.6
Design Activities (Plate Series 4-5C)

Design activities are generally defined as those actions and considerations in the highway planning and design process which take place after FHWA approval of a selected highway alignment, and through approval of plans, specifications and estimates.

. . . the Design Planning Report, setting the criteria to be used in the design of a highway project;

. . . the Design Study Report, describing essential elements relating to design standards; and

. . . the Final Plan, covering the preparation of comprehensive, detailed final contract plans.

Design Activities are the responsibility of the Preconstruction Section. Other bureaus, sections and units contribute, as appropriate.

During project Design Activities, the detailed plans that are required to construct a highway segment are prepared. Design Activities are roughly divided into three general phases including: (a) the establishment of the design criteria, (b) the preparation of preliminary plans, and (c) the preparation of final plans. The MONTANA ACTION PLAN development process has stressed early involvement of the public during Systems Planning and Location Studies Stages. In the

Design Activities stage, detailed engineering plans are being produced to meet the criteria established as part of System Planning and Location Studies.

Concurrently with, or before preliminary plan-in-hand, the Area Engineer reviews preliminary plans and sends them to the Department of Fish and Game for review and approval in accordance with the Stream Preservation Act.

Due to the complexity of engineering plans, general public involvement is not stressed during Design Activities. When a project reaches Design, the public has been well involved and economic, social and environmental data collected and considered, with resulting decisions which should be acceptable (or at least understood) to the majority of those involved. Therefore, the public should be in support of, or at least understand, the reasons for the project before the detail design plans are begun. And as indicated in Plate-4-5C, the possibility of recycle is always present in case of changed circumstances.

(a) Establishment of Design Criteria (Plate 4-5C(1)

The Impact Evaluation Notebook will be utilized by the Area Engineer and the Impact Evaluation Unit to compile the design criteria established as part of System Planning and Location Studies stages of the highway planning and design process. The design criteria, those specifications to which the project must be designed and constructed, are compiled in the draft Design Planning Report.

The Design Planning Report is distributed for review and comment. The Impact Evaluation Group will be one of the major reviewers. The Group will verify that the Design Planning Report accurately presents the design criteria that have been established during System Planning and Location Studies. The Impact Evaluation Unit will assist the Area Engineer in the preparation of the final Design Planning Report which will contain the revisions suggested by those reviewing the draft report. The project then enters the Preliminary Plans phase.

The procedures which have been established for the Design Criteria phase are outlined below.

DESIGN ACTIVITIES CRITERIA PHASE
Highway Improvement Projects

A. Begin Design Study Process and Prepare "Design Planning Report".

1. Area Engineer and designated designer analyzes field

data received from DOH Division Construction Supervisor (see Plate 4-5C(1)) for list of data to be furnished).

2. Area Engineer and Designer draft "Design Planning Report," or design criteria in cooperation with the Impact Evaluation Unit (provides economic, social and environmental input).

3. Area Engineer distributes draft "Design Planning Report" for review and comment (see Plate 4-5C(1) for distribution list). Recycle possible in event all pertinent information not available.

4. Area Engineer, following receipt of comments, prepares final "Design Planning Report" in cooperation with Impact Evaluation Unit (provides economic, social and environmental input).

(b) Preparation of Preliminary Plans (Plate 4-5C(a))

With completion of the final "Design Planning Report", the Area Engineer can initiate preliminary design.

The Impact Evaluation Unit will participate in the preparation of the preliminary design plans for the project. The Unit will also be involved in the preparation of the draft Design Study Report.

The Impact Evaluation Group will review the draft Design Study Report to reaffirm the premise that the project is being designed to the standards that have been established in the earlier stages of the planning and design process. A design public hearing will then be held to present the detailed design plans to the public for its comment. If the Area Engineer had elected to hold a combined location and design public hearing during the Location Studies stage, the hearing at this point would also present location information for public comment. Regardless, the public hearing process will adhere to Federal Regulations, as appropriate to the time that hearings are scheduled. Following the public hearing, the project will move into the preparaiton of Final Plans phase, with due consideration to public input.

The procedures which have been established for the Preliminary Phase are outlined below.

DESIGN ACTIVITIES PRELIMINARY PHASE
Highway Improvement Projects

A. Preliminary Design

1. Area Engineer initiates preliminary design.

2. Designer prepares and checks preliminary plans, in cooperation with Impact Evaluation Unit (provides economic, social and environmental data input).

3. Area Engineer distributes completed preliminary plans.

4. Area Engineer conducts office and field inspection of preliminary plans (Preliminary Plan-In-Hand - PPIH) (see Plate 4-5C(1) for inspection group list).

5. Area Engineer resolves conflicts and, in the absence of need to recycle problems, proceeds to report stage.

6. Area Engineer drafts report on office and field inspection of preliminary plans and distributes draft (see Plate 4-5C(2) for distribution list).

7. PPIH (Preliminary Plan-In-Hand) inspection group reviews PPIH Report. At this point, if necessary, the preliminary plan can be referred back for major design changes.

B. Prepare "Design Study Report"

1. Area Engineer, in cooperation with the Impact Evaluation Unit and subject to review and comment by the Impact Evaluation Group, prepares draft "Design Study Report."

2. Public Hearing Unit schedules hearing, notifies public, and holds Design public hearing.

3. Area Engineer evaluates public hearing comments, makes appropriate revisions, and adds to draft "Design Study Report." In absence of any need to recycle problems, the "Report" is forwarded to Administrator-Engineering Division.

4. Administrator-Engineering Division reviews and, in the absence of need to recycle problems, approves "Design Study Report" and forwards to Director of Highways.

5. Director of Highways reviews "Design Study Report" and, in absence of need to recycle problems, approves (with concurrence of Highway Commission) the project.

C. Final "Design Study Report"

1. The Area Engineer, in cooperation with the Impact Evaluation Unit (provides economic, social and environmental data) prepares Final "Design Study Report" and sends to FHWA with request for Design Approval.

2. Public Hearing Unit places newspaper notice of request for Design Approval.

3. FHWA, in the absence of need to recycle problems, approves Design.

4. Public Hearing Unit places newspaper notice of the fact of Design Approval.

(c) Preparation of Final Plans (Plate 4-5C(2))

Final engineering plans will be prepared for the project during this phase. The Impact Evaluation Unit will assist in the preparation of the Final Design Study Report which will include the comments received at the public hearing and the responses to comments and questions. The public will be notified that design approval will be requested from the Federal Highway Administration. After design approval is received from the Federal Highway Administration, the Right-of-Way Section requests and receives authorization to acquire right-of-way. The Impact Evaluation Unit will participate in the preparation of the final engineering plans. When the final plans have been completed and the Federal Highway Administration has approved the final plans, the project will be at a point that a contract for construction can be let. The highway planning and design process has been completed.

The procedures which have been established for the Final Plans Phase are outlined below.

DESIGN ACTIVITIES FINAL PHASE
Highway Improvements Projects

A. Prepare Final Plans

1. Designer, in cooperation with the Impact Evaluation Unit (provides economic, social and environmental data input), prepares Final Plans.

2. Area Engineer distributes Final Plans and conducts office and field inspection of Final Plans (Final Plan-In-Hand - FPIH) (see Plate 4-5C(2) for inspection group).

3. Area Engineer resolves conflicts and, in the absence of need to recycle problems, drafts report on office and field inspection of FPIH.

4. Area Engineer distributes draft to FPIH Inspection Group (see Plate 4-5C(2) for distribution list).

5. FPIH Inspection Group reviews FPIH Report (upon recommendation of the Inspection Group project can be recycled for major design changes).

6. Following acceptable Final Plan Report, the Designer updates and revises Final Design.

7. Concurrently with A-6., above, the Right-of-Way Unit begins acquisition of right-of-way for project.

B. Final Plan Approvals

1. Contract Plans Unit develops contract package and forwards to FHWA.

2. FHWA, in the absence of need to recycle problems, approves "Plans, Specifications and Estimates."

Upon approval, the Project Activities proceed to contract letting and construction.

5

ACTION PLAN FUNDAMENTALS

5.1 INTRODUCTION

The MONTANA ACTION PLAN evolved from a study process tempered by a recognition of the four established fundamentals which govern action plan philosophy. These fundamentals look to

. . . the identification of the economic, social and environmental effects, both beneficial and adverse, of alternative courses of action

. . . the consideration of alternative courses of action including, where appropriate, alternative types and scales of highway improvements and other transportation modes, as well as the option of a no-highway improvement

. . . the involvement of other agencies and the public in the highway planning and design process

. . . a systematic interdisciplinary approach to highway planning and design activities.

ECONOMIC
SOCIAL
ENVIRONMENTAL

IMPACT EVALUATION FACTORS CHECKLIST

Factor

COMMUNITY AND REGIONAL GROWTH

- Neighborhood growth and development
- Regional growth and development
- Accessibility
- Effect on land use
- Consistency with areawide plans
- Traffic service levels
- Adaptability to future transportation needs

CONSERVATION AND PRESERVATION

- Parks, historic and cultural sites and landmarks
- Areas of natural beauty, recreation or service value
- Water quality and flood control
- Conservation of natural resources/ecological
- Construction disruptions
- Indian cultural and archaeological sites
- Natural hazards - slides, etc.

PUBLIC FACILITIES AND SERVICES

- Educational facilities and services
- Religious facilities and services
- Health and welfare facilities and programs
- Social and cultural facilities and programs
- Recreational facilities and programs
- Public health, well-being and safety
- Emergency facilities and services

COMMUNITY COHESION

- Citizens aspirations and desires
- Neighborhood identity and cohesion
- Ethnic and minority neighborhood impacts
- Neighborhood shopping facilities
- Property values
- Taxes

DISPLACEMENT OF PEOPLE, BUSINESSES AND FARMS

- Displacement and relocation of persons and families
- Availability of housing
- Employment
- Distribution and intensity of economic activity

AIR, NOISE AND WATER POLLUTION

- Noise
- Air Pollution
- Water Pollution

AESTHETICS AND OTHER VALUES

- Perception of the road from the neighborhood
- Perception of the road by the driver
- Joint developmental potential
- Multiple use of highway ROW's

PLATE NO. 5-2

5.2 IDENTIFICATION OF ECONOMIC, SOCIAL AND ENVIRONMENTAL EFFECTS

5.2.1 Introduction

For effective highway planning and design, the identification of economic, social and environmental effects (both beneficial and adverse) of alternative courses of action is included in all stages to the degree determined to be necessary for any particular stage. Accordingly, the Department of Highways has determined to build a basic competency in studying and identifying the impacts of highway improvements; that this competence will provide timely information so that the selection and consideration of alternatives will have appropriate influence; and that there be the ability to determine costs, financial and otherwise, of eliminating or minimizing any adverse effects whether economic, social or environmental.

5.2.2 Framework for Identification

For effective identification, it is necessary as part of an interdisciplinary effort to consider systematically the economic, social and environmental effects of the various improvement alternatives, including a no-project alternative. This consideration will take place in each stage of the highway planning and design process in varying degrees of attention, whether it is System Planning, Location Studies, or Design Activities.

The principal concern is the impact (economic, social and/or environmental) of the various improvement alternatives, including a no-project alternative, on

. . . regional and community growth

. . . conservation and preservation

. . . public facilities and services

. . . community cohesion

. . . displacement of people, businesses and farms

. . . air, noise and water pollution

. . . aesthetics and other values.

The checklist covering factors involved in the consideration of impact (economic, social and/or environmental)

on these seven elements of human environmental concern is included in Plate 5-2.

5.2.3
Assignment of Responsibilities for Identification Activities

While procedural responsibilities are indicated at appropriate points in the "Montana Department of Highways Planning and Design Procedures" (see Plate series 4-5A, 4-5B and 4-5C), specific responsibility assignments, not readily discernable on the process flow charts, are spelled out in the following discussions. Within the identification area, impact evaluation specialists, grouped as an in-house Impact Evaluation Unit, provide the technical organization involved in impact evaluation.

(a) Impact Evaluation Information

The Impact Evaluation Unit is responsible for providing information on social, economic and environmental effects of alternative courses of action during all stages of highway planning and design.

(b) Quality Control

The Impact Evaluation Unit is responsible for controlling the technical quality of economic, social and environmental studies.

(c) Monitoring Research

The Impact Evaluation Unit is responsible for monitoring current economic, social and environmental research.

(d) Monitoring Completed Projects

The Impact Evaluation Unit is responsible for monitoring completed projects in order to evaluate the accuracy of past decisions and to evaluate the validity and adequacy of past impact analysis.

(e) Disseminating "State-of-the-Art" Information

The Impact Evaluation Unit is responsible for disseminating "State-of-the-Art" information within the Department, and to appropriate interested parties.

5.2.4
Supplemental Identification Procedures

The following procedural statements support and are in addi-

tion to those procedures indicated in Plate Series 4-5A, 4-5B and 4-5C.

(a) Noise Pollution

The Department's noise pollution studies will be fully responsive to Federal Regulations to include consideration of ambient noise levels within affected project limits, anticipate levels resulting from the proposed improvements, comparing these levels with Federal noise standards, and then studying the possible effectiveness of feasible noise attenuation measures. The Department has staffed a noise crew within the Traffic Design Unit (Preconstruction Section) which performs these measurements and analyses. New noise measuring devices have been purchased by the Department and a computer program has been initiated for predicting future project noise levels. The noise specialist (see Subsection 4.3.2) assigned to the Traffic Design Unit is a member of the Impact Evaluation Unit.

(b) Water Quality

Any expected adverse effect on water quality will be identified by the Impact Evaluation Unit or Group. Studies will then be conducted when the project is likely to have adverse effect on waterways, streams, ground water, or source of water supply. The Department will adhere to the State water quality standards and cooperate with the Water Quality Bureau (Department of Health and Environmental Sciences) in reviewing these requirements for particular projects. Water quality specialists, from both the Materials Bureau and the Hydraulics Unit (Preconstruction Section), are assigned to the Impact Evaluation Unit (see Subsection 4.3.2).

(c) Air Quality

Air pollution studies will be developed to be responsive to Federal air quality guidelines. The Department is at the present time developing in-house capabilities and guidelines for identifying and considering effects of proposed highway projects on air quality: one Department Area Engineer has attended air quality workshop and therefore has some background in meteorology and air pollution technology in order to review projects for these considerations. Consideration of ambient air quality, the expected future air quality with or without the project, and their relationships to the air quality standards as determined by State law for the State in general will be determined. The projection of complex sources affecting air quality standards will be analyzed. The

Department will cooperate with the Air Quality Bureau, Montana Department of Health and Environmental Sciences, in these studies. An air quality specialist, from the Location and Road Design Unit (Preconstruction Section) is assigned to the Impact Evaluation Unit. The air quality specialist will be responsible, under direction of the Impact Evaluation Coordinator, for coordinating with the Air Quality Bureau.

(d) Parallel Development of Data

In order that the development and selection of alternatives and other elements of technical studies can be influenced appropriately, impact evaluation data will be developed in parallel with alternatives and related engineering data.

(e) Effect on Specific Groups and Interests

The impact evaluation data to be developed for each applicable project will indicate the manner and extent to which any specific groups and interests, including minority groups and neighborhoods, are beneficially and/or adversely affected by alternative proposed highway improvements. Demographic data may be collected to insure that all economic, social and environmental factors are considered and that data will include information on race, color, national origin, sex and religion.

(f) Information to other Agencies and the Public

Impact evaluation data will be made available to other agencies (Federal, state and local) and the public, during the beginning phase of each stage of highway planning and design activities.

(g) Participation of Outside Groups

Where appropriate, and particularly where local comprehensive and transportation planning groups exist, impact evaluation data will be developed with participation of the staffs of local agencies and interested citizens (see Subsection 4.2.2).

(h) Estimation of Costs

Impact evaluation data will be developed to include that sufficient to permit a reliable estimate of the costs, financial or otherwise, of eliminating or minimizing any identified adverse effects.

5.3 CONSIDERATION OF ALTERNATIVE COURSES OF ACTION

5.3.1 Introduction

Planning and design activities do not proceed logically without a sound and reasoned consideration of alternative courses of action and alternate solutions to obvious problems. A study of alternatives provides support for recommendations outlining specific courses of action. In turn, the results of valid studies of alternatives provide the decision maker with a sound basis for action.

5.3.2 No-Highway-Improvement Option

The consequences of a "no-highway-improvement" option are to be established with data of a level of completeness and of detail consistent with that developed for project alternates.

(The option of "no-highway-improvement" remains open until a project is let for bid. With proper consideration, the "no-highway-improvement" option serves as a reference point for determining the beneficial and adverse impacts of other alternatives.)

(a) Responsibility for Consideration

For the "no-highway-improvement" option, the Impact Evaluation Unit will collect pertinent data and make the impact evaluation of this option.

5.3.3 Selection and Consideration of Alternatives

As part of the Department of Highways planning and design process, a range of alternatives will be considered at each stage from system studies through final design.

The selection of alternatives will include those necessary to the identification of any critical factors and will present all issues which should be exposed to study. Those to be considered will include, where appropriate, alternative types and scales of highway improvement and other transportation modes. Alternatives which could minimize or serve to avoid adverse economic, social and environmental effects are to be studied and described. Particular application concerns impacts

. . . on specific groups, including minority groups

. . . in relation to Federal Regulations prohibiting discrimination in Federally-assisted programs

. . . on the neighborhoods or ancestral cultural sites of American Indians.

(a) Responsibility for Selection of Alternatives

(1) During System Planning, alternative selection will be part of the planning process, and the responsibility of the appropriate planning agency.

(2) During Location Studies & Design Activities, the Area Engineer, assisted by the Impact Evaluation Unit, is responsible for the selection of alternatives.

(b) Responsibility for Consideration of Alternatives

Where consideration is the direct responsibility of the Department, the Impact Evaluation Team will develop the impact evaluation studies for each alternative. Where it is the responsibility of others, the Unit and Group will evaluate adequacy of the completed alternative considerations.

5.3.4
New Transportation Modes

Due to the nature of transportation problems within the State of Montana, dictated by a sparse population living in a large expanse of territory, the Department anticipates a limited involvement in any consideration of new transportation modes and the improvement of other modes of transportation. The Department, by law, is limited to highway development. Other modes of transportation are considered as part of the area transportation studies underway in the urbanized communities of the State (3-C process).

5.3.5
Non-Transportation Components

The impact of non-transportation components, e.g., replacement housing, joint development, multiple use of rights-of-way, will be considered during the process of impact evaluation studies so that any plans for non-transportation components can be coordinated with plans for transportation components.

(a) Responsibility for Consideration

The Impact Evaluation Unit, in cooperation with the Area Engineer, will include a consideration of non-transportation components and, where appropriate, will develop information on coordinating factors.

5.3.6
Non-Agency Consideration

Other agencies and the public are advised of pending projects as well as the selection of alternates, and suggestions and recommendations are solicited.

(a) Responsibility for Consideration

The Impact Evaluation Unit and the Area Engineer will give every consideration to suggestions from outside the Department, as a part of on-going impact evaluation.

(b) Responsibility for Review

The Impact Evaluation Group will consider suggestions from outside the Department as part of its indicated review of Department proposals.

5.4 INVOLVEMENT OF OTHER AGENCIES AND THE PUBLIC

5.4.1 Introduction

In the planning and design of highway projects, an important objective is the development of highway components which

. . . eliminate or minimize adverse economic, social and environmental impacts

. . . provide fast, safe and efficient transportation

. . . serve the best overall public interest.

In meeting this basic objective, the Department does not act alone. There must be early involvement on the part of other agencies (Federal, state and local) and the public. Accordingly, the Department has determined that increased opportunities for interested parties to express their views early enough in the study process to influence the course of studies (as well as actions taken), are in order. To this end, the Department has augmented its highway planning and design procedures with the purpose of assuring that information about the existence, status and results of studies will be made available to the public throughout the course of both impact evaluation and planning design studies.

5.4.2 Dissemination of Information

Information is to be made available to other agencies and the public throughout the duration of project studies and such information is to be as clear and comprehensible as practical. Inquiries on all highway improvement proposals and projects will be directed to the Public Hearing Unit who has the prime responsibility for releasing information on impact evaluation data under study and the status of highway improvement proposals and projects.

At such times as indicated in the highway planning and design process, the Public Hearing Unit will release project and systems information, through the mass media and by direct mail utilizing the Project Notification List, on the following.

(a) Selected Alternatives

Non-Department agencies and the general public will be

advised of the alternatives being considered.

(b) Report on Study Findings

Non-Department agencies and the general public will be advised of findings covering the effects of alternatives, both beneficial and adverse, and the manner and extent to which specific groups, including minority, ethnic, and low income groups, are affected and in accordance with pertinent Federal Regulations.

(c) Relocation Assistance Programs

The general public is advised of such programs by the Public Hearing Unit and the Right-of-Way Section at all location and design public hearings. The Right-of-Way Section will advise affected parties of the right-of-way and relocation assistance programs and relocation plans by direct mail. All affected parties will be contacted personally and given first hand, up-to-date information on right-of-way and relocation assistance programs and relocation plans.

(d) Proposed Project Development Schedule

Non-Department agencies and the general public will be advised of the proposed time schedule of project development, including major points of public interest.

5.4.3
Non-Department Participation

Interested parties, including local governments and metropolitan, regional, state and Federal agencies, and the public are encouraged to participate in an open exchange of views throughout the stages of project development.

(a) Notification Process

Initial involvement will be solicited through use of the established notification process where appropriate non-department agencies, local governments, civic and interested organizations will be advised on proposed projects and the results of highway planning and design studies.

(b) Participation Process

The basic participation organization is the Impact Evaluation Group, with a membership selected from other agencies.

The Impact Evaluation Group will review highway planning and

design activities at intervals designated at the highway planning and design process.

5.4.4
Public Involvement Procedures

The notification process will continue to be the means of informing and involving the public, in addition to the required hearings.

The Public Hearing Unit (see Subsection 4.2.3(d)(2)) is responsible for keeping notification lists appropriate and up-to-date. A special effort will be made to seek out minority groups for addition to the Project Notification Lists, (see Subsection 4.5.2) and for notification of public hearings.

5.4.5
Utilization of Area-Wide Agencies

As described in Section 4.5, the Impact Evaluation Unit and the Area Engineer will solicit the assistance of agencies having area-wide responsibilities in the coordination of viewpoints during project development.

5.4.6
Involvement of Area Transportation Organizations

The Department continues its participation in the area transportation process in urbanized areas. These area transportation planning organizations have the responsibility for insuring the consideration of economic, social and environmental impact of their proposed transportation plans. The Department's Planning and Research Bureau and Impact Evaluation Unit will provide technical input and participate in the planning process to the extent desired by the local organization.

5.5 SYSTEMATIC INTERDISCIPLINARY APPROACH

5.5.1 Introduction

The purpose of a systematic interdisciplinary approach is to insure the integrated use of the natural and social sciences and the environmental design arts in planning and decision making which may have an impact on man's environment. As a systematic approach it serves to assure that project development proceeds in an orderly manner and that the various aspects of many activities are coordinated and directed to projected completion. With the use of an interdisciplinary approach, there is the assurance that proper consideration is given to all pertinent factors and that the critical issues in each alternative and the "trade-offs" between the issues are identified. The key is consideration of the impacts--whether economic, social or environmental--by specialists in several disciplines. The Department continues its systematic, interdisciplinary approach to its highway planning and design activities.

5.5.2 Interdisciplinary Organization

The interdisciplinary organization which has been created to augment the Department's systematic disciplinary approach is described in Section 4.3.

5.5.3 Recruitment and Training

A reasonable use of the systematic interdisciplinary approach to highway planning and design activities and impact evaluation requires the recruitment and training of personnel with skills which are appropriate to add on a full-time basis, and the development of appropriate career patterns, including management opportunities.

The Department of Highways, through its Personnel Division, has a recruitment and training program geared to the development of specialists in impact evaluation.

5.5.4 Skills Enhancement

The Department, through its Personnel Division, has developed skills enhancement programs geared to providing Department personnel increased capabilities for effective work participation in an interdisciplinary environment. To this

end, there are cooperative training programs being carried out by the University System and involving Department personnel.

(a) Recruitment

Recruitment of personnel with ability to work in an interdisciplinary atmosphere concerned with economic, social and environmental study is undertaken through

. . . Department of Highways personnel application files

. . . State Department of Administration, Personnel Department

. . . State employment agencies

. . . Colleges and universities.

Recruitment of these people requires a background of knowledge on the respective position or situation.

(b) Special Training

Department personnel have been further exposed and updated through specific education, mainly through the colleges and universities. The land economics enhancement program is an in-house program. Future programs will deal with upgrading and educational programs for developing skilled specialists within specific disciplines to meet future demands as these demands become evident.

Future training is scheduled and will be a continuing process through the National Highway Institute, other agencies, and other programs as they are developed, particularly as those pertain to impact evaluation specialists.

ACTION PLAN COMPONENTS

6.1 INTRODUCTION

Action plan fundamentals provide the basis or foundation for a meaningful consideration of economic, social and environmental effects as well as various aspects of transportation factors. However, fundamentals cannot stand alone. There needs to be some assurance of an adequate decision making process, an interrelation of systems and project decisions, a basis for assigning levels of action if different types of projects are to be assessed differently, and an identification of resources, both fiscal and personnel, available for effective evaluation. Accordingly, the sections making up this division of the MONTANA ACTION PLAN report the particulars of certain action plan components which are important implementation aspects.

6.2 DECISION MAKING PROCESS

6.2.1 Introduction

The decision making process is the sum total of those many steps and decisions which lead to an ultimate decision, and provide the decision maker with the basis for decision. For the Department of Highways, the decision making process provides support, as its principal purpose, for the Director of Highways in the discharge of his responsibilities.

Highway planning and design procedures have existed as a format for decision making within the Department. Essentially, the procedure begins with an identified highway improvement need; it culminates in construction plans for a particular highway improvement. Throughout the process, many decisions and recommendations are made which lead to the ultimate decision. In the process, other needs are recognized and these needs are met. The result is a plan created in response to an earlier identified need, but modified by the constraints found in the process of bringing a proposal to reality.

The MONTANA ACTION PLAN introduces a revised Highway Planning and Design Procedure without a change in the direction or responsibility for ultimate decision making. Rather, it opens up the highway planning and design process in a way which permits other agencies and the public a clearer voice in the decision making process. It provides the means to fuller consideration of the economic, social and environmental effects of the Department's decisions. It introduces impact evaluation as a particular tool of the decision making process.

6.2.2 The Contribution of Others

The MONTANA ACTION PLAN provides for both formal and informal contribution by State and local agencies, and public and interested groups in highway development decision making process. Means of formal contribution include

. . . membership and active participation in the Impact Evaluation Group

. . . membership and active participation in the Impact Evaluation Team

. . . local agency preparation of system plans and project selection lists

. . . Department of highways assistance to local agencies

. . . establishment and use of Project Notification Lists

. . . public hearings.

The Impact Evaluation Group and Impact Evaluation Team are new instruments created to increase the extent of economic, social and environmental considerations in highway planning and design. The MONTANA ACTION PLAN also provides for the expanded role of local agencies involved in system planning for their communities. This will be accomplished by encouraging local agencies to undertake or direct appropriate impact evaluation studies during the planning process. The Department of Highways Planning and Design Procedures, System Planning (Plate Series 4-5A), indicates the expanded role of local agencies.

The revised procedures stress public involvement during system planning and the availability of the Impact Evaluation Unit to assist in local agency planning. A significant characteristic of the system planning process is the interaction between the local agencies and the DOH Planning and Research Bureau. This linkage provides the opportunity for all levels of government and different special interests to exchange information, interact, and exert maximum consideration of economic, social and environmental factors in the formulation of plans. The Bureau then will be the principal vehicle providing formal participation by others in highway planning decision making process.

The process charts titled "Montana Department of Highways Planning and Design Procedures" (see Plate Series 4-5A, 4-5B, 4-5C) indicate that the Impact Evaluation Group will be suggesting and reviewing action at key points.

The Impact Evaluation Group's formal participation is at those points in the planning and design process where the group can effectively influence what should be done, or determine the quality of the work that has been done. As the highway process gains experience with this group, it is possible that its role and extent of participation will expand. An objective in the initial formulation of this program has been to insure that the Impact Evaluation Group does not become involved in trivia and is utilized

at those times in the process when key decisions are to be made.

The Impact Evaluation Team is the second vehicle for formal involvement by State and other agencies. At the beginning of Location Studies, a decision will be made as to possible project alternatives and as to what economic, social and environmental investigation are suggested for this specific project. The Impact Evaluation Team's influence on decision making will be manifested in several ways. One will be the preparation of in-depth, professional interdisciplinary information concerning project alternatives and impact considerations. Another will be the dissemination of concise, documented economic, social and environmental investigations to the Impact Evaluation Group and other interested agencies, and all persons responsible for project decision making.

State and local agencies and private groups are a very important part of the informal decision making process. In this case "informal" is used to describe that influence on decision making that is exerted without actual participation on any of the committees, or in formal deliberations. Access to information is an important tool in the influence on decisions. The expanded impact evaluation activity of the Department will require extensive data, and all persons who are in a position to inform the Department are also able to influence its decisions.

The "Department of Highways Planning and Design Procedures" make provision for the procurement and utilization of information and services related to economic, social and environmental considerations throughout the highway planning and design process. The process will seek out information during System Planning, Location Studies, and Design Activities. State agencies, private groups, and others that have data will be drawn into the highway planning and design process and thereby participate in decision making. This relationship is not a one-way process of seeking or absorbing information, but an interactive process...the Impact Evaluation Unit interacting with outside special interest organizations. It is this continuing exchange of information, thoughts and objectives, and the interaction of diverse viewpoints that are encompassed by the term "informal decision making".

The Department of Highways Planning and Design Procedures are structured in a manner giving other agencies or governmental officials substantial indirect influence toward Department decisions. Yet there is present a form of direct influence. This comes as formal participation

in the decision making process by the Fish and Game Department (the Stream Preservation Act) and municipal governments in their exercise of prerogative, as permitted by the Montana By-Pass Law. However, as no legislative changes are contemplated which would detract from the Department's ultimate responsibility, the substantial role played by other agencies in decision making is in the form of indirect influence.

The Impact Evaluation Group will meet and discuss System, Location and Design decisions. The quality of membership of the Group is such that this organization can address itself to situations from a position of knowledge and considerable professional experience. This means that the Impact Evaluation Group, and individual members of the Group can exercise considerable influence upon highway planning and design decisions, particularly as to the consideration of economic, social and environmental factors. And, since the essence of the MONTANA ACTION PLAN is that decisions made by the Department include full consideration of economic, social and environmental factors, those agencies and government officials participating in this process will, by the nature of their involvement, exercise a form of indirect authority over decisions by the Department.

6.2.3 Different Decision Processes

Montana highway planning and design processes were built on the recognition of differences in categories of projects, urban and rural considerations, and local requirements. Therefore, during the development of the MONTANA ACTION PLAN, consideration was given to a system of project levels which would specify the economic, social and environmental areas to be investigated for different types of projects. This approach was rejected. There was general agreement among participants that what might at first appear to be a minor project could have significant economic, social and environmental impact. A TOPICS project could result in more traffic on a residential street and have substantial negative social impact, while in some instances, construction of a new primary highway could have only positive impact. It was concluded that category of project does not dictate the manner or detail of economic, social and environmental investigation.

In order that unnecessary work not be undertaken, there is a means to the reduction of impact evaluation activity. In this respect, at that point in the planning and design process where the Impact Evaluation Group determines there

is no necessity for further impact evaluation review, impact evaluation activities may be terminated and the planning and design process then proceed to completion.

MONTANA ACTION PLAN process distinguishes between rural and urban and different classes of rural roads. Urban areas, particularly those over 20,000 population, have planning agencies and a degree of local professional staff. The decision making process takes into consideration the capability and requirements of geographic regions, and the structure of local governments and institutions. The sensitivity of the decision process to different conditions is best shown in the Planning and Design Procedures - System Planning (Plate Series 4-5A). An urban road system should reflect local planning goals and objectives and the potential of other modes such as mass transit. And, the planning and decision process for the primary road system (outside the urban areas) is distinct from that of a secondary system which largely serves local requirements. Decisions affecting the primary system must take into consideration regional and Statewide objectives as well as requirements of communities served by the system. As planning activity in Montana expands, the primary roadway system will continue to be an important influence in State planning.

When a project proceeds through Location and Design, the basic decision making process becomes the same regardless of location or category of roadway. The procedures as shown in Location Studies (Plate Series 4-5B) and Design Activities (Plate Series 4-5C) are administrative processes to insure that the economic, social and environmental effects and alternatives are appropriately considered on a project basis. As a project proceeds through the pipeline, the Impact Evaluation Team, the Impact Evaluation Group and the Area Engineer--and others involved in the project--determine the extent of economic, social and environmental investigations required on a project basis. All project studies, whether under contract to consultants, "Forest Highway" projects, or other "types" of road projects, will be required to follow the procedures established in the MONTANA ACTION PLAN (see Section 3.1).

6.2.4
Interstate and Federal Participation

In addition to highway crossings of State boundaries, Montana has an international border with Canada. Montana is also concerned with highways through the vast land holdings of the U.S. Forest Service, Department of Agriculture, and the National Park Service, Department of the Interior,

plus extensive Indian reservations administered by the Bureau of Indian Affairs and the Department of the Interior, as well as land controlled by the Bureau of Land Management.

Decisions which affect adjacent states are handled by joint agreement between the pertinent Highway Departments with participation by the FHWA. Matters such as alignment, construction scheduling, and such items as location of roadside rests are also worked out in joint agreement between the parties. Any further consideration of potential social, economic, and environmental effects would be accommodated by this same process of informal discussion between affected parties. The process applies to relations across the northern border with Canada.

The Department of Highways has a "Memorandum of Understanding" or a working agreement with the Forest Service, dated January 1968. This agreement is an itemized step by step process designed to expedite the work and establish a full working understanding of each party's responsibilities. This current procedure assures proper interaction between both parties and provides the framework for amicable decisions concerning social, economic and environmental effects of Forest Highways.

Road improvements financed with State or Federal funds and built through National Parks are infrequent and handled by the FHWA or the Department of Highways. Existing informal working relationships between the Park Service, FHWA, and the Department will adequately cover consideration of potential economic, social and environmental effects.

Sections of interstate freeway and primary roads of regional importance as well as secondary roads cross Indian lands. The action plan concept of early notification and involvement provides effective participation in decision making by tribal governing bodies. If a "Memorandum of Understanding" is required for future coordination, this can be determined and an appropriate "Memorandum" executed during the MONTANA ACTION PLAN implementation period.

6.3 INTERRELATION OF SYSTEM AND PROJECT DECISIONS

6.3.1 Introduction

During the process of System Planning, many significant economic, social and environmental factors, both beneficial and adverse, are identified. Often in System Planning, criteria are established to maximize the beneficial effects or minimize the adverse effects. These criteria must then influence the decisions made in the future. As more detailed location studies and design work are done, additional economic, social and environmental factors are identified that would have been difficult to anticipate in System Planning. Many times the effect of the new factors is such that an original decision may no longer be valid and its results are no longer in the best public interest. There is, then, a definite need for reconsideration of the decision on the basis of changed conditions and new information. MONTANA ACTION PLAN procedures provide for these needs...the forward flow of information and the ability to reconsider prior decisions in light of new information. The mechanisms utilized to meet these needs are the Impact Evaluation Notebook (see Section 4.4) and the monitoring and review functions of the Impact Evaluation Group (see Section 4.3), and the referral provisions inherent in the developed procedures.

6.3.2 Continuing Impact Identification

MONTANA ACTION PLAN procedures ensure that potential environmental, social and economic effects are identified in systems planning as well as location and design. The identification is accomplished by local planning agencies in urban areas with assistance from the Impact Evaluation Organization (see Section 4.3). For county secondary roads, the Impact Evaluation Unit is available to assist, or is available to perform the entire identification effort if the county does not have the required resources.

The MONTANA ACTION PLAN procedures do not attempt to dictate the level of detail or the specific types of economic, social or environmental information that will be gathered at any point in the life of a highway improvement proposal or project from System Planning through Project Design. Rather, each proposal or project will be judged from its inception to completion for its own unique situation. Economic, social and environmental data will be gathered in the detail required for each decision.

The Department realizes that, at times during Systems Planning, detailed design work will be necessary in order that a valid decision on the feasibility of a proposed improvement may be reached. This detailed design will be undertaken as appropriate.

The Impact Evaluation Notebook (see Section 4.4), will include the data upon which decisions, from systems studies through project design, were made. The economic, social and environmental data and their related effects will be contained in the Notebook. These data will be available throughout the life of a project for review and reconsideration. Design criteria that were established during System Planning to reduce or eliminate an impact that was identified at that early stage in a project's existence will be carried forward to be incorporated into the Design Planning Report (see Subsection 4.6.5). Those criteria will be influenced and reinforced by any further data which might be gathered as the project proceeds from the system concept through location and design. With all data--both positive and negative--documented and in one place, the information tends to build upon itself to the point that effects that were overlooked or underdeveloped become obvious to the persons involved with the process. The data are developed to a more detailed level with each investigation to the point that all pertinent economic, social and environmental effects are identified and considered when a decision is made.

At each decision point the decision maker has all data that have been gathered to date so that he is in a position to make a more intelligent decision. If a decision requires more detailed study, the investigators can build upon available data to the level of detail the decision requires.

Because of the centralized operation, the Impact Evaluation Unit will be involved with a project from the time that it is considered in System Planning until the time that it is constructed. The Unit will be involved in the design of the project as well as in the identification and evaluation of economic, social and environmental effects. Thus, because the Impact Evaluation Unit is comprised of disciplines other than engineering, projects will be conceived and developed in an interdisciplinary environment.

In order to have a check and balance effect on the Impact Evaluation Unit and the Department, MONTANA ACTION PLAN procedures provide for an Impact Evaluation Group (see Section 4.3). Each member will be representing another discipline making the Group a multidiscipline unit. The Impact Evaluation Group will serve to assure that the

Impact Evaluation Unit has identified all pertinent economic, social and environmental effects and developed the data with enough detail to serve as a valid basis upon which to make each particular decision. The Impact Evaluation Group will be a permanent body and will thus lend continuity to the process of developing highway improvement proposals and projects.

6.3.3
Reconsideration of Earlier Decisions

The Impact Evaluation Notebook will follow a project throughout Location Studies and Design Activities as carried out by the Department. The Notebook will be the repository for economic, social and environmental data, as well as for documentation supporting planning and design decisions, developed throughout the highway improvement planning and design process.

With all data and documentation in one place, the person or group involved with a project at any point in time will have, for review, the basis for past decisions. As new or more detailed data are developed and new information revises the premise of past decisions, the responsible party at that point is able to reconsider the past decision in light of the new data. The responsible party can refer the project back to the point in the system at which the last valid decision was made.

The Impact Evaluation Group, serving in its review capacity, will be in a position to reconsider prior decisions throughout the project. Serving as a monitoring unit to the Department, the Group will provide assurance that the Department has considered economic, social and environmental factors in detail sufficient to substantiate each decision.

In addition to the continual monitoring of projects, the Impact Evaluation Group will annually review each project when it is reviewing the Tentative Construction Program (see Section 4.5). Each project will be reviewed at that time to assure that it continues to warrant consideration. This procedure will insure a formal review of each project, at least annually, in addition to the continuing reviews undertaken during the course of project development.

6.3.4
Responsibility for Continuing Coordination

The need for close coordination between the activities of System Planning and those of Location and Design has always been realized. In order to assure that there will be

continued coordination, the MONTANA ACTION PLAN process involves the Impact Evaluation Unit as an interactive member throughout the entire process. Additionally, the Impact Evaluation Group serves a review function so that it too may lend to the continued coordination required in the system.

The centralized organization of the Department of Highways also assures that there will be interaction between System Planning, Location Studies and Design Activities. From this fact there will be a continuing coordination of effort throughout the entire process of the MONTANA ACTION PLAN.

6.4 LEVELS OF ACTION BY PROJECT CATEGORY

The MONTANA ACTION PLAN was developed with no effort made to identify specific levels or items of economic, social or environmental data to be collected or considered, based solely on the category or type of project. There has been agreement that such a system of categorization could result in a perfunctory examination and elimination of factors that might have significant impact on a project. The concept utilized in the MONTANA ACTION PLAN has been one of continual accumulation and refinement of data to support each decision, with a monitoring group to assure adequate data assemblage for each decision. This concept supports a flexible, systematic approach responsive to each unique situation (see also Subsection 6.2.3).

6.5 FISCAL AND OTHER RESOURCES

6.5.1 Introduction

Resources to implement the MONTANA ACTION PLAN include personnel; valid economic, social and environmental data; and funds for the procurement of personnel and services.

The Department has certain non-engineering professionals who will provide the nucleus of the Impact Evaluation Unit. If needed, additional personnel will be acquired during the implementation process. During this period, the Department will determine the initial balance between internal staff, personnel from other agencies, and the need for consultants. Several State departments have indicated the availability of economic, social and environmental specialists as resource persons; it is desirable to make maximum use of these resources. The use of specialists from other agencies has certain advantages, particularly to a State such as Montana with limited finances and professional personnel. By contracting for services with other agencies, the Department can be assured of highly qualified personnel and at the same time achieve a closer degree of mutual understanding between agencies.

6.5.2 Department of Highways Resources

The Department has, on its staff, a number of non-engineering specialists. These will be the initial staff for the Impact Evaluation Unit (see Subsection 4.3.2 and Plate 4.3).

The Department is committed to designation of an Impact Evaluation Coordinator (see Subsection 4.3.5). This person filling this position will have management experience and will report to the Administrator-Engineering Division.

The extent of additional personnel employed by the Department suitable as resource persons will be determined during the implementation period. At this time availability of personnel from other agencies and consultants will be weighed against the value of additions to Department staff.

The Department can fund the impact evaluation studies required by the MONTANA ACTION PLAN. This includes the employment of limited, additional personnel and the financing of services by other agencies or consultants as participants on impact evaluation teams. Funds for this pur-

pose will come from several sources. Work by the Impact Evaluation Unit on System Planning activities will be financed by planning and research funds; general investigations and review of "state-of-the-art" information from the administrative account; and all work on projects subsequent to the approval of the PR-1 form will be charged against preliminary engineering. Work by other agencies or consultants will be financed by the same sources. Contracts will provide only for specified research as a Team member; Group members' time will not be reimbursable. The Department has the capability to make budget transfers to finance these activities during fiscal 1973-74 and no problem is anticipated in assuring the availability of funds for this purpose. Financing of work in subsequent years will be included in the annual budget based on anticipated requirements. Funding required for implementing all features of the MONTANA ACTION PLAN will be accomplished within existing budget limits. Any funding required by other agencies or consultants for performance of studies requested by the Department will be treated on an individual basis, but still within the Department's existing budget.

6.5.3
Non-Departmental Resources

(a) State Agencies

The government of Montana has 20 departments, including the Montana Environmental Quality Council, an agency of the Legislative Assembly rather than an Executive Department. A number of these agencies has either particular areas of concern or resources available to the Department of Highways in the identification and study of economic, social and environmental impacts. Eighteen of the 20 agencies participated in development of the MONTANA ACTION PLAN, serving on a "State Agencies Liaison Group". Two agencies (Departments of Administration and Livestock) were determined to have functions not germane to transportation or highway planning and design, nor to economic, social and environmental considerations. In addition to the Department of Highways, five of the agencies served on an "Action Plan Steering Committee". All of the 20 agencies were queried on their areas of concern and resources available to Department of Highways. A review of the return establishes the availability of resource persons from the following related disciplines:

Air Pollution Control	Air Quality Control
Anthropology	Archaeology

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6.5.2 Department of Highways Resources

The Department has, on its staff, a number of non-engineering specialists. These will be the initial staff for the Impact Evaluation Unit (see Subsection 4.3.2 and Plate 4.3).

The Department is committed to designation of an Impact Evaluation Coordinator (see Subsection 4.3.5). This person filling this position will have management experience and will report to the Administrator-Engineering Division.

The extent of additional personnel employed by the Department suitable as resource persons will be determined during the implementation period. At this time availability of personnel from other agencies and consultants will be weighed against the value of additions to Department staff.

The Department can fund the impact evaluation studies required by the MONTANA ACTION PLAN. This includes the employment of limited, additional personnel and the financing of services by other agencies or consultants as participants on impact evaluation teams. Funds for this pur-

pose will come from several sources. Work by the Impact Evaluation Unit on System Planning activities will be financed by planning and research funds; general investigations and review of "state-of-the-art" information from the administrative account; and all work on projects subsequent to the approval of the PR-1 form will be charged against preliminary engineering. Work by other agencies or consultants will be financed by the same sources. Contracts will provide only for specified research as a Team member; Group members' time will not be reimbursable. The Department has the capability to make budget transfers to finance these activities during fiscal 1973-74 and no problem is anticipated in assuring the availability of funds for this purpose. Financing of work in subsequent years will be included in the annual budget based on anticipated requirements. Funding required for implementing all features of the MONTANA ACTION PLAN will be accomplished within existing budget limits. Any funding required by other agencies or consultants for performance of studies requested by the Department will be treated on an individual basis, but still within the Department's existing budget.

6.5.3
Non-Departmental Resources

(a) State Agencies

The government of Montana has 20 departments, including the Montana Environmental Quality Council, an agency of the Legislative Assembly rather than an Executive Department. A number of these agencies has either particular areas of concern or resources available to the Department of Highways in the identification and study of economic, social and environmental impacts. Eighteen of the 20 agencies participated in development of the MONTANA ACTION PLAN, serving on a "State Agencies Liaison Group". Two agencies (Departments of Administration and Livestock) were determined to have functions not germane to transportation or highway planning and design, nor to economic, social and environmental considerations. In addition to the Department of Highways, five of the agencies served on an "Action Plan Steering Committee". All of the 20 agencies were queried on their areas of concern and resources available to Department of Highways. A review of the return establishes the availability of resource persons from the following related disciplines:

Air Pollution Control	Air Quality Control
Anthropology	Archaeology

Biology (Fish Management)
Biology (General)
Earth Sciences
Ecology (Game)
Economics (Natural Resources)
Geology
Hydrology
Meteorologist
Planning (Housing Supply)
Planning (Land)
Planning (Resource)
Planning (Water Resource)
Resource Management
Sociology
Biology (Game)
Biology (Pollution Control)
Ecology (Aquatic)
Ecology (Environmental Planner)
Environmental Sciences
History
Library Sciences (Historical)
Planning (Community)
Planning (Industrial)
Planning (Recreation)
Planning (Rural)
Range Management
Systems
Soil Sciences

It is not expected that all such resource persons will be needed for assignment to Impact Evaluation Teams.

The use of these resource persons will be the subject of appropriate agreements to be negotiated with various State agencies, as well as the University System (see Section 7.3).

(b) University System Resources

There are six institutions of higher learning in the University system. These are located in Missoula, Bozeman, Butte, Havre, Dillon and Billings. Faculty and other staff are available from these resources on a consultant contract basis to the Department of Highways.

(c) Federal Agencies

The Department of Highways invited 44 local, State or regional offices of various Federal agencies to participate in the development of the MONTANA ACTION PLAN. Some 13 offices replied to the invitation. Among the Federal agencies, the Department has a more frequent and closer working relationship with the U.S. Forest Service. Therefore, the Department has a written "Memorandum of Understanding" with this agency, detailing procedures and a process to assure coordinated planning efforts and reviews for State highways across Forest Service lands.

There have been coordinative efforts with other Federal agencies, e.g., Bureau of Indian Affairs, Bureau of Land Management and Bureau of Reclamation. But, due to the infrequent need for working arrangements with these agencies, a standard working arrangement has not been formalized. Rather, coordinative efforts are carried out on a

project by project basis.

(d) Consultants

For assistance in the consideration of economic, social and environmental effects, consultants will be utilized where it becomes necessary to augment Department staff resources either to provide for data collection or impact evaluation. There are any number of consulting firms available to the Department to undertake varying degrees of activity.

7 IMPLEMENTATION AND REVISION

7.1 INTRODUCTION

The MONTANA ACTION PLAN exists essentially as a set of revised procedures for the conduct of highway planning and design studies, with particular attention focused on an impact evaluation process for consideration of economic, social and environmental factors. Due to the requirements for increased public participation, other agency involvement, and a more refined interdisciplinary approach to impact evaluation, implementation becomes an acute factor. There have been earlier designations of certain responsibilities concerned with specific activities in the consideration of economic, social, environmental and transportation factors. These assignments do not, however, provide for responsibility for the overall implementation of the MONTANA ACTION PLAN.

From a pragmatic standpoint, the MONTANA ACTION PLAN cannot be fully implemented by its initial adoption. Therefore, there is need for an implementation schedule. This will establish outside dates by which prescribed actions will be complete and in effect.

The MONTANA ACTION PLAN itself cannot be a static document. Revisions will be necessary to meet changing conditions and to assure that better means of impact evaluations, as these develop, can be included in the MONTANA ACTION PLAN. These possibilities for revision suggest the need for adequate provisions to accommodate revision of the MONTANA ACTION PLAN.

7.2 RESPONSIBILITY FOR IMPLEMENTATION

The Administrator-Engineering Division, Department of Highways, will be responsible for the implementation of the MONTANA ACTION PLAN. He will, when necessary, delegate responsibility for individual features to those subordinates required.

Implementation will be accomplished within the existing organization and manpower allotments available.

7.3 IMPLEMENTATION SCHEDULE

The Department of Highways establishes the following schedule for action plan implementation.

7.3.1 The Action Plan

Effective November 1, 1973, the MONTANA ACTION PLAN will be the Department of Highways planning and design procedures.

7.3.2 Agreements with Other Agencies

Prior to November 1, 1974, the Department will augment its personnel resources for impact evaluation by negotiating agreements, as appropriate, with other State agencies and the University System to provide, on call, specialists to serve as Impact Evaluation Team members. The Impact Evaluation Coordinator is responsible for negotiating these agreements (see Subsection 4.3.5).

7.3.3 Reviews

Beginning January 2, 1974, the Department of Highways will initiate reviews of the MONTANA ACTION PLAN to determine the following:

(a) The need for changed public involvement procedures.

(b) The need for additional in-house specialists for assignment to the Impact Evaluation Unit.

7.4 REVISION OF ACTION PLAN

7.4.1 Introduction

The MONTANA ACTION PLAN may be revised to permit adoption of changes in procedures or assignments of responsibilities. Minor revisions can be effected within the Department of Highways.

7.4.2 Responsibility for Developing Revisions

The Impact Evaluation Coordinator has the responsibility for continuing review of the MONTANA ACTION PLAN for the purpose of ascertaining its need for revision as conditions and concepts change.

7.4.3 Procedure for Revision

Any proposal for revision of the MONTANA ACTION PLAN will be submitted to the Administrator-Engineering Division, who may submit the proposal to the Impact Evaluation Group (with or without comment) for review. After review, the proposals, including all comments and recommendations, will be submitted to the Director of Highways. The Director of Highways is hereby appointed by the Governor of Montana to act as his representative to review and approve all such revisions to the MONTANA ACTION PLAN. Revisions will be submitted to FHWA for concurrence. If approved, revisions will then be implemented.

7.5 CONSISTENCY WITH EXISTING LAWS AND DIRECTIVES

There are no known inconsistencies stemming from existing laws and directives which would hamper or prevent implementation of the MONTANA ACTION PLAN; therefore, the MONTANA ACTION PLAN can be implemented within the scope of existing authority.

APPENDICES

APPENDIX A
FEDERAL REGULATION REFERENCE

There are Policy and Procedure Memorandums (PPM's) and Instructional Memorandums (IM's) issued by the Federal Highway Administration, important in the development stage, which are equally important to the task of implementing the MONTANA ACTION PLAN. Because of the changing nature of PPM's--revision, modification, replacement, as well as new issues--it is not appropriate to make a direct reference as part of the text of the MONTANA ACTION PLAN. Rather, reference has been made to Federal Regulations. In turn, these references refer to the below cited documents, and appropriate revisions, modifications, replacements, or new issues. In order that the appropriate document will be available to those wishing to check references, copies will be available at the designated document depositories which follow:

Office of The Impact Evaluation
Coordinator
Department of Highways, Helena

Office of The Division Construction
Supervisor, for each of the
Division Construction Sections.

The Impact Evaluation Coordinator is responsible for insuring that each of the document depositories are supplied with up-to-date copies of the designated references and that the documents be readily available, along with a copy of the MONTANA ACTION PLAN.

The initial documentation of Federal Regulations, as depository items, will include:

1. PPM 20-8: Public Hearings and Location Approval

   The rules, policies, and procedures established by this PPM are intended to afford full opportunity for effective public participation in the consideration of highway location and design proposals by highway departments before submission to the Federal Highway Administration for approval.

2. IM 20-3-72: Public Hearings and Location Approval

   Modifies PPM 20-8 with respect to Paragraph 6 (Hearing Requirements).

3. IM 20-4-72: Guidelines for Consideration of Economic, Social and Environmental Effects (PPM 20-8 Modification).

   This instructional memorandum (1) supersedes the list of effects in Paragraph 4.C. of PPM 20-8, by consolidating it

with the effects listed in 23 U.S.C. 109(h), and (2) sets forth reporting procedures to assure that the general types of consequences that may be expected from construction of the proposed highway improvement are being considered with respect to costs, gains and losses.

4. PPM 81-1: Relocation Assistance-General

   This PPM is concerned with prompt and equitable relocation of persons, businesses, farmers and nonprofit organizations displaced by highway construction.

5. PPM 90-4: Process Guidelines (Economic, Social and Environmental Effects of Highway Projects)

   The rules, policies, and procedures established by this PPM are intended (1) to provide to State highway agencies and FHWA field offices guidelines for the development of action plans to assure that adequate consideration is given to possible economic, social and environmental effects of proposed highway projects, with decisions on such projects being made in the best, overall public interest, and (2) to identify issues to be considered in reviewing the present organization and processes of a State highway agency as these relate to economic, social and environmental considerations and in developing desirable improvements.

APPENDIX B
SELECTED REFERENCES

The following is a summary of laws, regulations and directions which had particular applicability in the formulation of the MONTANA ACTION PLAN, either as guides for development or background material.

(1) Public Law 91-190, National Environmental Policy Act of 1969,

Section 102(2) (A), concerning use of systematic interdisciplinary approach in planning and decision making;

Section 102(2) (B), concerning procedures for considering environmental aspects, as well as economic and technical aspects, in decision making;

Section 102(2) (C), concerning Environmental Impact Statements;

Section 102(2) (D), concerning consideration of alternative courses of action.

(2) Council on Environmental Quality, Statements on Proposed Federal Actions Affecting the Environment -- Guidelines, Federal Register v.36-n.79, 7724-7729.

(3) Office of Management & Budget Circular No. A-95 (Revised), Evaluation, Review, and Coordination of Federal and Federally Assisted Programs and Projects, February 9, 1971.

(4) Executive Order 11514, Protection and Enhancement of Environmental Quality, March 5, 1970, Federal Register v.35-n.46, 4247-4248.

(5) Executive Order 11593, Protection and Enhancement of the Cultural Environment, May 13, 1971.

(6) Section 69-6501 thru 6517, RCM 1947 as amended, Montana Environmental Policy Act of 1971 (very similar in intent and effect with the National Environmental Policy Act of 1969 cited above).

(7) Public Law 91-605, Federal-Aid Highway Act of 1970, Section 136(b), concerning economic, social, environmental, and other impact (Section 109, Title 23, United States Code, "Highways").

(8) FHWA Policy & Procedure Memorandum 20-5, Secondary Road Plan, March 1973; on administration of Federal-aid secondary projects.

(9) FHWA Policy & Procedure Memorandum 20-8, Public Hearings and Location Approval, January 1969; on development of highway projects through public hearings; consideration of ESE effects; location and design approvals by FHWA.

(10) FHWA Instructional Memorandum 20-4-72, Guidelines for Consideration of Economic, Social, and Environmental Effects (PPM 20-8 Modification), August 1972, consolidates list of ESE impacts in PPM 20-8 (cited above) with effects list of 23 USC 109(h).

(11) FHWA Policy & Procedure Memorandum 50-9, Urban Transportation Planning, November 1969; definitions and interpretations of process prerequisite to approval by FHWA of projects in urban areas of more than 50,000 population; guidelines for developing each element of planning process.

(12) FHWA Policy & Procedure Memorandum 81-1, Relocation Assistance - General, January 1973; concerning prompt and equitable relocation of persons, businesses, farmers and nonprofit organizations displaced by highway construction.

(13) FHWA Policy & Procedure Memorandum 90-1, Environmental Impact and Related Statements, September 1972; guidelines to assure that human environment is carefully considered and national environmental goals are met when developing Federally financed highways.

(14) FHWA Policy & Procedure Memorandum 90-4, Process Guidelines (Economic, Social, and Environmental Effects of Highway Projects), September 1972; guidelines for developing the Action Plan.

(15) Environmental Quality Council, State of Montana, Revised Guidelines for Environmental Impact Statements Required by the Montana Environmental Policy Act of 1971 Adopted by Environmental Quality Council, July 21, 1972.

APPENDIX C
DEFINITIONS

Action Plan	A highway agency's plan to assure that adequate consideration is given to possible economic, social and environmental effects of proposed highway projects and that decisions on such projects are made in the best overall public interest.
Administrative Division	A geographical area of the State served by construction and maintenance functions of the Department of Highways. There are eleven in Montana, each headed by a Division Construction Supervisor and a Division Maintenance Supervisor.
Alignment	A selected highway location within a corridor (q.v.).*
Alternates	Generally refers to various choices of physical location of a highway.
Alternatives	Similar to Alternates, but may include other than physical location of a highway, such as the various options open to solve highway problems. All alternates are alternatives, but not all alternatives are alternates. Every highway study must contain alternatives, or choices. This requirement guarantees that a highway agency will actually consider possible choices and weigh the pros and cons of each.
A-95 Clearinghouse	Nickname for the State Clearinghouse within Department of Intergovernmental Relations. Administers Prior Project Notification & Review System mandated by Circular No. A-95, U.S. Office of Management and Budget. This directive provides for review of proposed Federal aid projects by interested and affected State agencies to determine compatibility of projects with interests of reviewing agencies. Term can also apply to Metropolitan Clearinghouses of the City-County Planning Boards of Billings and Great Falls.

*(q.v.) = quod vide, short for "see also" or "which see"

CEQ	Council on Environmental Quality, an agency of the Executive office of the President. Not to be confused with EQC, Environmental Quality Council (q.v.), an agency of the Legislative Assembly of Montana.
Citizens Advisory Committee	Part of planning organization in "3C" (q.v.) cities. Appointed by City-County Planning Board as cross-section of city's economic and social classes, acts as sounding board for community on proposals advanced by Technical Advisory Committee (q.v.); also local input to planning process.
Comprehensive Plan	An official plan which establishes policy and programs to guide the long-range development of an established planning jurisdiction, including, as a minimum, plans for land use, circulation, public facilities and services, and open space. The circulation or "transportation element" is of particular interest to the highway planner.
Corridor	A definable zone between given points, unique because of its character. Could be several miles wide (as in a mountainous corridor versus a valley corridor), or several hundred feet wide (as in a commercial strip development versus a residential area corridor). In common usage it is a general highway routing to be analyzed by a feasibility study, corridor study or route report. Such analysis generally does not involve a specific highway centerline, but reports on considerations involved in any alternative within the corridor.
Design Planning Report	Sets criteria to be used in the design of a highway project, such as traffic characteristics, design speeds, degrees of curvature, etc.
Design Study Report	Documentation accompanying request for Federal Highway Administration design approval, mandated by Section 10b, PPM 20-8. Describes essential elements such as design standards, number of traffic lanes, access control features, general horizontal and verticle alignment, right-of-way requirements, location of bridges, interchanges and other structures, etc.

Economic Growth Center	Areas designated by the Governor as eligible to apply for special Federal funding for Economic Growth Center Development Highways. Such centers have great potential for future economic growth, are geographically and economically capable of contributing to the development of the area, and have populations not exceeding 100,000 (23 USC Sec. 143).
Engineering Division	An administrative division of the Department of Highways (see Subsection 4.2.3).
Environmental Impact Statement	A written assessment of the anticipated beneficial and detrimental effects which a project may have on the environment.
Environmental Quality Council (EQC)	Organization created for investigation, study and reporting on state of environmental quality in Montana, by Montana Environmental Policy Act of 1971. Council reviews environmental impact statements on projects of all State agencies.
EPA	United States Environmental Protection Agency.
Federal-Aid Highway	A highway located on any of the four Federal-aid systems: primary system, urban system, secondary system and Interstate System.
FHWA	Federal Highway Administration, successor to the Bureau of Public Roads. An agency of the United States Department of Transportation.
Final Design	Comprehensive, detailed development of final contract plans, including all considerations for right-of-way, roadway, structures, drainage and utilities, incorporating all environmental considerations from earlier phases of plans development.
Financial District	One of the twelve geographic districts in Montana to which funds are allocated for highway work.
Forest Highway	A road on the Forest Highway System which is of primary importance to the State, county or communities within, adjoining or adjacent to the national forests, and which is on a Federal-aid system.

4(f)	See Section 4(f) Lands
Geometrics	Design or pattern of the highway route, such as interchange schemes, route curvature, roadway widths, etc.
Highway	Term includes roads, streets and parkways, and also includes rights-of-way, bridges, railroad-highway crossings, tunnels, drainage structures, signs, guardrails, and protective structures, in connection with highways.
Highway Agency	The state agency having primary responsibility for initiating and carrying forward planning, location, design and construction of Federal-aid highway projects. In Montana, the Department of Highways.
Highway Commission	A quasi-judicial board appointed by the Governor. Majority of Board is appointed to serve terms concurrent with the Governor's term; remaining members appointed for terms beginning January 1, 1975, and for staggered terms thereafter. Chairman designated by Governor.
Human Environment	The aggregate of all external conditions and influences (esthetic, ecological, biological, cultural, social, economic, historical, etc.) that affect the lives of human beings.
IM	Instructional Memorandum: Directive issued by FHWA giving interpretation of a Policy and Procedure Memorandum (PPM).
Indian Reservation Roads and Bridges	Roads and bridges located within or providing access to an Indian reservation, or Indian trust land, or restricted Indian land not subject to fee title alienation without approval of Federal government, on which Indians reside whom Secretary of Interior has determined to be eligible for services generally available to Indians under Federal laws specifically applicable to Indians.
Interdisciplinary	Relationship in which persons with expertise in varying disciplines may relate areas of their specialties to areas of other specialties, and grasp the effects on a subject under study. Differs from multidisciplinary (q.v.).

Interstate System	National System of Interstate and Defense Highways so located as to connect by routes, as direct as practicable, the principal metropolitan areas, cities and industrial centers, to serve the national defense, and to connect at suitable border points with routes of international importance in Canada and Mexico.
Joint Development	Or "joint development project" means the set of actions taken in concert by Department of Highways, other governmental agencies, private organizations and individuals to prepare for and construct a new highway, including those activities to develop, redevelop or adjust the land uses and local network of services affected by the new highway (PPM 90-5, 3/27/73)
Letter of Intent	A document based on the PR-1 form (q.v.), giving proposed project information to the public, and soliciting information from the public. In general, it notes that the project is under consideration for location, describes the general vicinity of the proposed project, the purpose it is intended to fulfill, and a brief description of the project, such as approximate length, major features, stream crossings, number of lanes, etc. It also asks for suggestions from the public on alternatives, whether the public has knowledge of any present or future land uses that might affect the proposal. It also includes a distribution list of the Letter of Intent, and asks the addressee for the names and addresses of other persons or groups which the addressee feels might be interested in the proposed project.
Level of Action	Magnitude of applied effort and resource expenditures needed at all levels of project development to insure that all highway projects are developed in the best and overall public interest.
Location Study Report	Documentation accompanying request for FHWA location approval, mandated by Sec. 10b, PPM 20-8 (q.v.). Described termini, general type of facility, nature of service which highway is intended to provide, alternatives considered, anticipated economic, social and environmental effects of alternatives,

	significant differences and reasons supporting proposed location. In addition, includes analysis of relative consistency of alternatives with goals and objectives of any urban plan adopted by the community concerned.
Maintenance	Preservation of the entire highway, including surface, shoulders, roadsides, structures and such traffic-control devices as are necessary for its safe and efficient use.
MEPA	Montana Environmental Policy Act of 1971; very similar to National Environmental Policy Act of 1969. Establishes Environmental Quality Council (q.v.) as agency of Legislature; required EIS on State agency major actions significantly affecting environment.
Modes	The systems used to transport people and goods from one place to another. There are many modes of transportation, e.g., highways, rail, rapid transit, bus, people movers, air, water, etc.
Multidisciplinary	The gathering of data and reports from various disciplines, but without inter-relating the data in exchange of views by persons of those disciplines. Differs from Interdisciplinary (q.v.).
National Transportation Study	Continuing project designed to assess the nation's transportation system to provide data to be used as a basis for legislative and expenditure recommendations to the President and Congress. Also used to inform Montana's Governor and Legislature of current and future needs of the State. Study contains reports of state of nation's transportation system, projections of future needs and recommendations for program priorities.
Negative Declaration	Documentation in support of a determination that, should a certain project be built, the anticipated effects upon human environment would not be significant. If an Environmental Impact Statement is not prepared, a Negative Declaration must be made.
No-Project Alternative	The option of not constructing or improving a highway segment or portion thereof under

	consideration. The No-Project Alternative does not preclude considering multi-modal transportation.
Other Agencies	As used in MONTANA ACTION PLAN, any agency of Federal, state or local government other than the Montana Department of Highways.
Planning and Research Bureau	A functional group within the Engineering Division, Department of Highways (see Subsection 4.2.3).
Policy Coordinating Committee	A body of the 3-C Agencies (q.v.), usually consisting of the mayor, chairman of county commission, chairman of city-county planning board, and FHWA Division Engineer. Develops and keeps current transportation planning as an integral part of regional Comprehensive Plan (q.v.) of an urbanized area (q.v.) or other 3C city.
PPM	Policy and Procedures Memorandum: Format used by FHWA to inform highway agencies of FHWA's interpretations and applications of Federal statutes on highway and transportation matters.
PR-1	Initial document submitted to FHWA, describing project location, type construction proposed, estimated engineering costs, right-of-way costs, construction costs. This document is a request for funds to proceed with project development.
Preconstruction Section	A functional group within the Engineering Division, Department of Highways (see Subsection 4.2.3).
Preliminary Design	Study of alternative design possibilities; development of design criteria for highway projects; preparation of design planning reports (q.v.) and design study reports (q.v.); analysis of statements, recommendations from individuals, organizations and other agencies; coordination with final design team.
Preliminary Engineering	Those engineering activities used during preliminary and final design of highway projects.

Primary System	Adequate system of connected main highways selected or designed by State through its highway agency and approved by Secretary of Transportation, not exceeding 7% of total highway mileage of State (exclusive of mileage within national forests, Indian or other Federal reservations and within urban areas, as shown by records of highway agency on November 9, 1921). This mileage may be increased under conditions (23 USC 103).
Project Control Unit	A functional group within the Preconstruction Section (see Subsection 4.2.3).
Public Hearings Unit	A functional group within the Preconstruction Section (see Subsection 4.2.3).
Public Lands Highways	Those main highways through unappropriated or unreserved public lands, nontaxable Indian lands, or other Federal reservations, which are on the Federal-aid systems.
Relocation Assistance	Program for persons displaced by new highway alignments. MDH policy is that no person shall be displaced by the construction of any state highway, unless and until adequate replacement housing has been provided. Replacement housing payments are made to eligible persons over and above the payment for the property acquired for right-of-way itself.
Rural Areas	All areas of a state not included in Urban Areas (q.v.).
Secondary Road Plan	Plan which may be used to administer Federal-aid secondary projects, pursuant to a Secondary Road Plan Agreement (q.v.).
Secondary Road Plan Agreement	Written statement prepared by Department of Highways and approved by FHWA stating procedures and standards the Department will use (or cause to be used) in administering secondary projects under the Plan.
Secondary System	Roads selected by county commissioners and MDH for inclusion in the system, such as farm-to-market roads, rural mail routes, public school bus routes, local rural roads, county roads, township roads and roads of the county road class, so long as they are not on a Primary or Interstate system.

	Usually considered to be rural roads, but may be extended into urban areas, provided they pass through the urban area, or connect with another Federal-aid system within the urban area.
Section 4(f) Land	Publicly-owned lands in parks, recreation areas, or wildlife/waterfowl refuges, of national, State or local significance, as determined by the Federal, State or local officials having appropriate jurisdiction, or land from an historic site of national, State or local significance as determined by said officials. Such lands receive special consideration in the highway planning process. The reference is to Section 4 (f) of the Department of Transportation Act (80 Stat. 931; PL 89-670) which is identical with Section 138 of Title 23, United States Code, "Highways".
Special Provisions	Those special directions and requirements, identified as special provisions, that are prepared for a project under consideration and made a part of the construction contract.
Sufficiency Rating	Numerical rating of a section of roadway, obtained by comparing that section with an ideal section, looking at factors such as structure, safety and service. One of the tools used in developing construction priorities.
Systematic Interdisciplinary Approach	Use of the natural and social sciences and the environmental design arts, in planning and decision-making which may have an impact on man's environment; involvement of persons from varying disciplines in such a way that all of them may see the effects of a project in the light of both their own and the others' disciplines, and the interrelation of the disciplines on the subject at hand. Purpose is to insure adequate identification and consideration of ESE impacts.
Technical Advisory Committee	A body of the 3-C Agencies (q.v.) usually consisting of city engineer, county surveyor, city-county planning board director, Chief of MDH Planning & Research Bureau, the local Division Construction Supervisor, and FHWA Division Planning & Research Engineer. Provides technical advice to 3-C Policy Coordi-

	nating Committee (q.v.), and technical direction to staff of the local Transportation Study.
Tentative Construction Program	Public document published annually by Department of Highways, listing construction projects tentatively programmed for each year of a certain future period. Formerly referred to as "Five Year Plan"; now may cover more or less than five years. Most recently published Tentative Construction Program covers the six fiscal years from 1973 through 1978.
TOPICS	Traffic Operations Program to Increase Capacity and Safety.
3-C Agency	Nickname for agencies established in response to Section 9, Federal-Aid Highway Act of 1962 (23 USC 134) and regulated by PPM 50-9, to provide Continuing - Comprehensive - Cooperative transportation planning in urban areas of over 50,000 population. Includes Billings and Great Falls in Montana. Department of Highways is currently extending similar process to Montana cities of 20,000 to 50,000 population.
Trade-Offs	Compromises reached in the best overall public interest when desirable goals in economic, engineering, social, environmental and esthetic values appear to be in conflict. Trade-offs may be agreed to between individuals or functional groups within Department of Highways, or between other agencies, during the process of developing a highway, depending on the level of authority or responsibility involved in the problem.
Urban Area	Area including and adjacent to a municipality or other urban place having a population of 5,000 or more, as determined by latest Federal census, within boundaries fixed by Department of Highways, subject to approval by Secretary of Transportation.
Urban System	Established in each Urbanized Area (q.v.); located to serve major centers of activity; designed taking into account highest traffic volume corridors, and longest trips within such areas, and selected to best serve goals and objectives of community planning by 3-C

	Agencies. May not be part of any other Federal-aid system, but must connect with a route on another Federal-aid system.
Urbanized Area	Area defined by U.S. Bureau of the Census, including a central city (or twin cities) with a population greater than 50,000, plus surrounding closely-settled areas which have population density greater than 1,000 per square mile.